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ABSTRACT

This report presents the results of a survey of large school systems conducted between 1977-80. The purpose of the survey was to identify schools with promising programs and developments, especially those with the possibility of system-wide application. A total of 33 public school systems with 599 programs were studied. In the report, research procedures are briefly summarized, and some of the most successful programs are identified and described. Factors considered most crucial to program success are reported to have been: (1) strong commitment on the part of program staff and school principals; (2) local initiative and entrepreneurship in developing and sustaining the programs (largely funded through Federal sources); (3) continuous program evaluation leading to on-going staff development and adaption to student needs; and (4) significant departures from traditional schooling in order to adapt to individual needs in a pluralistic society. Characteristics of effective schools are summarized, with career centers and alternative schools given particular attention. Examples of school-community interaction are cited, and several of the more promising approaches to continuing education and increased professional competence such as teacher centers and management academies are described. New developments in the vital areas of systematic planning, management, and evaluation are reviewed, and elements necessary for system-wide renewal are summarized. (CJM)

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URBAN EDUCATION STUDIES 1977-1980
Cross District Analysis Report

Francis Chase, Project Director

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CROSS-DISTRICT ANALYSIS OF ISSUES AND FACTORS ASSOCIATED WITH SYSTEM-WIDE IMPROVEMENT IN CITY PUBLIC SCHOOLS

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U R B A N E D U C A T I O N S T U D I E S

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CROSS-DISTRICT ANALYSIS OF ISSUES AND FACTORS ASSOCIATED WITH SYSTEM-WIDE IMPROVEMENT IN CITY PUBLIC SCHOOLS

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Director, Urban Education Studies

For the past two decades the public schools in our cities have steered an uncertain course amidst recurrent crises, mounting criticism, and often irreconcilable demands. They are blamed for lack of discipline, declining achievement as measured by test scores, the graduation of illiterates -- and failure to inculcate in all children and youth the values and behaviors which the critics admire.

Evidence gathered by the Urban Education Studies between 1977 and 1980 revealed many shortcomings in provisions for mastery of basic skills, adaptation to individual and cultural differences, and equitable allocation of resources. Investigation also indicated deficiencies in system-wide planning and management, curriculum development and implementation, and in the continuing education of teachers, principals and other personnel. Many new programs, career centers, magnet schools, and other types of alternatives were in operation; but, in many cases, these innovations were not accompanied by reliable information on the extent of implementation or the effects produced.

The Urban Education Studies, however, revealed that in all of these systems there are many excellent schools, many dedicated. highly competent teachers and other staff members, and other signs of vision and vigor in search of equity and excellence.

Types and Modes of Inquiries

During the three year period, 1977-80, the Urban Education Studies gathered information on promising programs and developments in large school systems; and gave special attention to the conditions and factors which seemed to offer promise of system-wide improvement. A brief description is given below of the types of inquiries conducted:

1. In the fall of 1977, data were collected on programs and strategies believed to be unusually successful in improving opportunities for learning and increased achievement. In response to a request addressed to large school systems, thirty city public school systems provided information on a total of 599 programs, or an average of approximately twenty per school system. Tables 1 - 3 show the number and types of programs reported and indicate the racial/ethnic characteristics of students enrolled and sources of funding.

Table 1. Distribution of Reported Programs by Area

Action-Learning	112
On-The-Job Training by Business and Industry	83
Community Services	29
Basic Skills	145
Reading	67
Math	47
Other Skills	31
Cultural Pluralism	136
Bilingual and Multicultural	63
Elimination of Bias	39
Intercultural Interaction	34
School/Community Interaction	143
Community-Based Experiences	53
Shared Planning	51
Communication Network	39
Other Successful Programs	63
Total Programs Reported	599

Table 2. Percentage of Reported Programs by Area and Ethnicity

Program Area	Black %	White %	Hispanic %	Other %
Action-Learning	53.3	31.9	12.5	2.3
Basic Skills	42.3	41.7	15.1	.9
Cultural Pluralism	18.5	31.7	44.0	5.8
School/Community Interaction	21.1	50.6	24.9	3.4

Table 3. Percentage of Reported Programs by Area and Source of Funding

Program Area	Federal %	Federal and Other %	Non-Federal* %
Action-Learning	34.0	14.0	52.0
Basic Skills	55.0	15.5	29.5
Cultural Pluralism	39.0	33.3	27.7
School/Community Interaction	40.1	5.3	54.6

*or not identified as Federal

2. On-site studies were conducted during 1977-78 in the five cities of Atlanta, Dallas, Milwaukee, Oakland, and Toledo. The site-visit teams included the Director of Urban Education Studies with two Research Associates and six or more additional team members made up of administrators from participating city school systems and professors from urban universities. In each city four substitute teachers or graduate students also were recruited to interview students enrolled in the programs studied.

3. Another set of on-site studies, focused on promising programs and developments, was conducted in six cities during 1978-79. These cities included Chicago, Columbus, Detroit, Indianapolis, Norfolk, and Philadelphia. The studies were directed toward identifying factors which contribute to the success of program implementation and continuing adaptation as well as to appraising the effects on the target populations. The site-visits covered a school week; and the visiting teams were from participating school systems, faculty members from universities and the director and other staff of the Urban Education Studies.

4. A three-phase study of research and evaluation was conducted in seven urban school systems during 1978-79. The school systems participating were Atlanta, Chicago, Cincinnati, Columbus, Detroit, Philadelphia, and Portland. The first phase involved collection of basic information on research and evaluation conducted during the past five years; the second phase consisted of administration of checklists to program directors, principals, and teachers in order to obtain perceptions of the actual and potential use of R and E data (Chicago did not participate in this phase); and the third phase involved on-site investigations of mechanisms and processes for communication and

and application of knowledge. The on-site studies were conducted for three-day periods following the studies described in item 3; and the teams included two or three nationally recognized educators and staff of the Urban Education Studies.

5. During the school year 1979-80 more intensive studies covering a variety of innovations and strategies were conducted. In Dade County (including Miami), Denver, and New York City, two separate visits of one week in duration were made by six or seven member teams -- the first in the fall of 1979, and the second in the winter or spring of 1980. During 1979-80 return visits of several days were also made by teams of four or five to Atlanta, Milwaukee, and Oakland; and three-day repeat visits were made to Chicago and Toledo by two-member teams. In all of these visits special attention was given to the factors that appeared to be associated with prospects for system-wide renewal.

Modes of Inquiry

The Urban Education Studies have conformed mainly to what has been called "naturalistic paradigm" which, as Guba and Lincoln have noted, is based on three assumptions: (1) the assumption of multiple reality (attention to multiple realities forming an intricately interrelated pattern); (2) the assumption of subject-object inter-relatedness (interrelationship of the inquirers and the entities investigated); and (3) the assumption of contextuality (a belief that phenomena are contextually determined and require a focus on the understanding of particular events).

Among the characteristics of this mode of inquiry, six seem especially relevant to our studies: (1) dependence on qualitative techniques, (2) use of theories derived from real-world data and information, (3) focusing on holistic, emergent patterns, (4) making each step contingent on what has been discovered in the preceding step, (5) sorting through naturally occurring situations to find examples of the circumstances to be tested, and (6) being open to all factors that can influence the outcome.

Variations in On-Site Studies

As has been noted, the site-visits in 1977-78 were focused chiefly on programs in action-learning, basic skills, career education, school-community relations, and other programs believed to be unusually successful in meeting educational needs. The studies for this project were funded by a grant from the Spencer Foundation. In 1978-79, through a contract with the National Institute of Education, studies focusing on promising programs were conducted in an additional six cities; and, under a new grant from the Spencer Foundation, studies of Research and Evaluation were conducted in seven cities. In 1979-80 three new cities were visited and revisits were made to several of the cities studied in previous years. Table 3 indicates the number and the length of site visits made to each of the sixteen cities, and the major focus of inquiries during each visit.

There were also variations in the size and composition of the site teams. During 1977-78, the teams were composed of three or more UES staff members, six or more administrators from participating districts and a number of professors from nearby universities, as well as four interviewers. The number of person-days on-site, therefore, ranged between sixty and eighty. In 1978-79, the teams were somewhat smaller and teams of different composition were used for the studies focused on Exemplary Programs and those focused on Research and Evaluation. For Research and Evaluation studies, the teams numbered five or more; whereas for the Exemplary Program studies the mode was nine members. In 1979-80, the

Table 3. Dates and Foci of Visits to the Several Cities

City	Study Foci	Study Year	Dates of Visit
Atlanta	Exemplary Programs	1977-78	Nov. 7-11, 1977
	Research and Evaluation	1978-79	Jan. 10-11, 1979
	System Renewal	1979-80	Mar. 12-14, 1980
Chicago	Exemplary Programs	1978-79	Mar. 5-9, 1979
	Research and Evaluation	1978-79	Mar. 12-14, 1979
	Crisis Management	1979-80	May 15-19, 1979
Cincinnati	Research and Evaluation	1978-79	Apr. 4-6, 1979
Columbus	Exemplary Programs	1978-79	Jan. 22-26, 1979
	Research and Evaluation	1978-79	Jan. 29-31, 1979
Dade County (Miami)	System Renewal	1979-80	Dec. 3-7, 1979 Feb. 4-8, 1980
Dallas	Exemplary Programs	1977-78	Sept. 26-30, 1977
Denver	System Renewal	1979-80	Nov. 11-16, 1979 May 5-9, 1980
Detroit	Exemplary Programs	1978-79	Mar. 19-23, 1979
	Research and Evaluation	1978-79	Mar. 26-28, 1979
Indianapolis	Exemplary Programs	1978-79	April 30-May 4, 1979
Milwaukee	Exemplary Programs	1977-78	Oct. 24-28, 1980
	System Renewal	1979-80	Oct. 3-5, 1979
New York	System Renewal	1979-80	Oct. 29-Nov. 2, 1979 Apr. 10-May 2, 1980
Norfolk	Exemplary Programs	1978-79	Dec. 4-8, 1978
Oakland	Exemplary Programs	1977-78	Dec. 5-9, 1977
	System Renewal	1979-80	Jan. 16-18, 1980
Philadelphia	Exemplary Programs	1978-79	Feb. 19-23, 1979
	Research and Evaluation	1978-79	Feb. 26-28, 1979
Portland	Research and Evaluation	1978-79	Feb. 5-7, 1979
Toledo	Exemplary Programs	1977-78	Oct. 10-14, 1977
	Crisis Management	1979-80	May 5-7, 1980

teams for each of the site-visits to Dade County, Denver, and New York City included six or more members. For the return visits to Atlanta, Milwaukee, Oakland, and Toledo, the number of person-days on site ranged from six to twelve.

Reflections on Prospects for Progress

The pilot studies in 1977-78 identified a number of indicators that were recognized by the visiting teams as holding considerable promise for the revitalization of urban education. Among these were (1) a deepening concern for needs not well served by traditional schooling; (2) a significant increase in the number of community agencies and groups collaborating with schools to develop enriched environments for learning; (3) numerous innovative programs and alternatives which appeared to be producing significant changes in the character of educational experiences provided at both elementary and secondary levels; (4) improved concepts and technologies of planning, management, and evaluation; and (5) the initiation of better planned and more extensive programs for the continuing education of teachers and school administrators.

Data also revealed that a high proportion of the successful innovations (in the areas of action-learning, cultural pluralism, basic skills, and school-community collaboration) were either initiated or expedited through Federal grants and contracts, Equal Opportunity requirements, and/or court decrees. The visiting teams concluded, however, that local and situational factors are crucial to program success. Among the factors identified as of great importance were program leadership, strong commit-

ment on the part of the program staff and school principals, and the effectiveness of the implementation. Undoubtedly, local entrepreneurship characterizes the more successful programs; and the amount of local commitment and support appeared to reflect the amount of local planning and initiative that preceded the obtaining of external funds. Another observation that grew out of the early studies was that continuous program evaluation, which leads to continuing staff development and adaption to student needs, is essential to program success and local support. It was also observed that most of the highly successful and promising programs represented significant departures from traditional schooling, especially through emphasis on student choice and responsibility, experience-based education, and greater use of resources outside the school. Thus, while the Urban Education Studies in sixteen cities identified many developments and attitudes which seem to foreshadow a new era of excellence in urban education, the promising developments noted are far from fully realized.

It is evident, therefore, that there remain many formidable barriers to progress in making education equal to the demands and needs for education in our great cities and elsewhere. Among the obstacles are "the institutional qualities of school life". In a recent article, Popkewitz examined institutional barriers and concluded that:

> The problem confronting educational reformers is complex and profound. Schools contain systems of thought, action, and privilege which resist efforts to change. Efforts to change become slogans and rituals that are incorporated into the existing order. The rituals create an illusion that the school is responding to its constituency while the needs and interests actually being served are those embedded in the structures of schooling.

He adds:

> ...Educational planning involves giving attention to the social, political, and educational complexity of schooling. Where reform programs do not consider the underlying patterns of school belief and conduct, innovations may only rearrange the technological surface.[1]

Fortunately, in a number of cities, educational planners and administrators are aware of the realities of institutional life and are devising ways of overcoming the inertia in large school systems. Institutional inertia, however, is not the only obstacle to educational reform; and the complexity of human nature and human society make impossible any final solution, any perfect plan, or any complete match of educative experiences to human needs. Fortunately, there is growing recognition that it is necessary to engage in a series of never ceasing quests (1) to gain better understanding of the full range of human capabilities, with special attention to the potential that has been submerged by disabling previous experiences or lack of appropriate challenges; and (2) to create home-school-community environments conducive to the full development and constructive use of the capabilities of all members of the population. In their efforts in these directions, city school systems use a combination of concepts, strategies and technologies which raise hopes for increasing the relevance, scope, and quality of educational experiences.

The efforts are no longer confined to experiences provided in, or

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[1]Thomas S. Popkewitz, "Educational Reform and the Problem of Institutional Life", Educational Researcher, March 1979, pp. 7-8.

under the control of schools; but embrace also experiences offered in homes and by an array of community agencies. Many of the new approaches involve complex partnerships or other relationships with agencies with which school personnel have not been accustomed to work. Consequently, educators have had to learn to work with those from other occupations and cultures who often hold divergent views of the roles and functions of schools and other social agencies. It is not surprising, therefore, that every innovation, however promising, brings with it new sets of problems.

In the past two decades certain developments have manifested themselves strongly in one form or another in all city public school systems. Among these are:

1. The formation of partnerships or other collaborative relationships between schools and other community agencies and organizations;
2. Active involvement of parents and other citizens in educational planning, curriculum development, and instruction;
3. The establishment of new types of schools which offer alternatives to neighborhood elementary schools, middle schools, and comprehensive high schools;
4. Extended provision for early childhood education;
5. New emphases on the teaching of basic skills;
6. The introduction of bilingual and multicultural programs:
7. The initiation of new programs for the handicapped:
8. Broadened roles for the creative and performing arts:
9. Installation of instructional management systems; and
10. Initiation of approaches to system-wide planning, management, and evaluation.

Participants in the Urban Education Studies observed, however, that the extent and effectiveness of these innovations vary widely within cities, as well as among cities.

Developments Which Hold Promise for Renewal

System-wide renewal ideally consists of well-directed and coordinated efforts to assure conditions favorable to realization of the full, constructive capabilities of every member of the population served. Among the essential elements of system-wide renewal are the following:

1. Adaptation of curriculum and instruction to each individual's stage of development, cultural values, and past experiences; and continuing experiences designed for optimum realization of capabilities.

2. Membership in a school, or other social unit, which promotes learning through supportive social interaction, provides adequate learning materials and facilities, and sets high expectations for learning behaviors and achievement.

3. Provision for coordination of in-school and out-of-school experiences, through treating parents as partners in learning and the school and the community as complementary settings for learning.

4. Alternative programs and/or schools to enable students and their parents to choose the educational opportunities they believe best suited to their needs and aspirations.

5. System-wide provision for continuing education of teachers, principals, and other staff members so that they become more perceptive of educational needs and more ingenious in finding ways of meeting the needs.

6. Close collaboration with a wide variety of community agencies and services so that the resources and opportunities offered by the society -- business and industry, cultural and social institutions, and persons from a wide variety of cultural and social occupations -- are brought to bear on the continuing enhancement of education for all.

7. Systematic processes of planning, management, and evaluation which stimulate and monitor improvement (or reveal shortcomings) in the functioning of schools, service departments, and other units.

There are many other ways in which the elements or components of system-wide renewal might be expressed and the foregoing list is by no means complete. The studies in sixteen school systems reveal attention to all of these elements, but in none of the cities have the elements as yet been put together to maximum effect. In the following paragraphs, brief comments will be made on some of the elements of system-wide renewal which are believed to have high potential.

Promising Programs Identified

It is clear that one of the essential components of system-wide renewal is effective implementation of imaginatively conceived and carefully designed programs which are closely adapted to specified educational needs. In every city school system studied there were well designed programs which gave evidence of being unusually effective in (1) advancing important educational objectives, and/or (.) meeting needs of target groups which had not been well served by traditional schooling. Several examples of such programs are described briefly in the following paragraphs under the categories of basic skills, early childhood education, bilingual and multicultural education, the gifted and the handicapped.

Emphasis on the Basic Skills

In all of the cities studied, new emphasis is being given to the teaching of the basic skills. Among the programs which impressed the visiting teams as holding high potential for increasing mastery of the basic skills were the Extended School Program (ESP) in Dade County and the Chicago Mastery Learning Reading Program (CMLR).

In the Dade ESP, Title I students, instead of being "pulled out" of classes, are kept for two hours after school. The Dade County Public Schools were the first of the major urban school systems to use Title I funds in this manner. Among the characteristics of the after school instruction are the following: (1) a low student-adult ratio -- 15 students to one adult: (2) supervised independent activities to instill the habit of regular reading and practice of skills; (3) provision of incentives such as a book, an educational field trip, awards, and other forms of recognition; (4) close involvement of parents; (5) instruc-- tion by carefully selected and especially qualified teachers; (6) materials of instruction which include detailed, specific skills lessons ($10 per student is allocated for this purpose); (7) a five-day a week schedule of two forty-five minute instruction periods and an intervening one-half hour teacher-supervised snack period.

The observers were impressed by the skill of the instructors, the close attention to task of the students, and evidence of understanding and zest in learning. More than twenty-five young students who were questioned expressed their liking for the after-school program, saying that they had good teachers, that they were learning more, and in many cases that they enjoyed the after school program more than the regular day.

In the Chicago Public Schools, the reading curriculum was defined in objectives (developed by the Continuous Progress Program) which are arranged sequentially in blocks that represent about one-half year of

instruction. Then, the decision was made to adapt to the reading curriculum Bloom's Mastery Learning -- an instructional model based on the assumption that all students can learn well if given appropriate opportunities. The Department of Research and Evaluation assigned staff to the preparation of instructional materials which consist of guides for teachers, student activity sheets, formative tests, enrichment activities, and remediation exercises. In addition, basal readers and other reading materials are used in regular instruction and in enrichment activities. Mastery of the objectives is measured by the criteria-referenced tests developed by the Chicago schools.

The Chicago Mastery Learning Reading Program has aroused high interest because of its potential to help school systems realize large-scale success. The completed CMLR instructional materials have been supplied to each of Chicago's 500 elementary schools and basic skills centers. City-wide staff development and inservice training continues, with over 4,000 teachers having received direct instruction. And, CMLR materials are used exclusively in Chicago's mandatory 8th year review summer school and well as in the ESEA Title I Summer Learning Centers.

Site visit members -- after observation in schools and conferences with principals, teachers, reading specialists, and others -- concluded that the program was enabling all students to make good progress in reading. The design of the instructional materials made possible rapid implementation of the program after a short training period for teachers. Teachers expressed high satisfaction because the well-designed materials enable them to keep students on task and provide the reinforcement of success at each stage.

Denver also has a Mastery Learning in Basic Skills Project. It focuses on three delivery models: First, district principals are trained in inservice content which they subsequently deliver to their teachers; second, resource specialists train teachers to implement the Mastery Learning approach to teaching-learning in their classrooms; and third, some teachers serve as trainers for other teachers. This program started under ESEA IV-C in 1976 and became part of the regular program in the Denver Public Schools in 1979. The program evaluation indicates (1) increased involvement by principals in classroom observations and follow-up conferences; (2) improved instructional techniques on the part of teachers; and (3) improved achievement and positive attitudes on the part of the students. In addition to the Mastery Learning Project in Basic Skills, Denver uses a Reading Package Program, which offers a variety of approaches to developmental reading -- with content-referenced tests and materials that enrich, extend, reinforce, and review according to the needs of individuals.

New York City has recently initiated a Mastery Learning Program (modelled on Chicago's program) to supplement existing programs. New York City had previously developed a variety of programs to improve achievement in basic skills. Among these is a Title I program called, "Learning to Read Through the Arts", which began in the summer of 1971. This is an intensive, individualized arts/reading program. It was chosen by the American Institute of Research as one of the twelve exemplary reading programs in the Right to Read Effort and selected by HEW as one of thirty-three exemplary Title I programs in the nation. This program operates at one site in each of the five New York City Boroughs and is available to pupils in the first to fourth grades who read below grade level.

Another example of contributions to basic skills through the arts is represented by music programs in the Dallas Independent School District. The programs, called "Success Through Strings" (STS) and "Learning Through Piano" (LTP), were introduced in 1970 in the Dunbar Elementary School which had the lowest average family income in the city. These programs operate on the assumption that important achievements can be put within reach of every child, and that development of the child's potential requires the combined efforts of home and school. One requirement for admission to STS (a modification of the Suzuki violin method) is the participation of a parent. Two notable results have followed: First, the achievements in music have received national recognition by the Music Educators Conference; and second, academic achievement of the students involved in these programs has increased dramatically.

Indianapolis maintains a Diagnostic Reading Clinic, a sixth grade program called "Augmenting Reading Skills Through Language Learning Transfer" (based on the use of Latin vocabulary) and a programmed tutorial reading program. This program is carried on in collaboration with a staff member from Indiana University and relies heavily on training non-professional tutors to begin tutorial instruction immediately upon contact with the student and to keep the student on task for the entire period. The tutors are trained in specific procedures for teaching recognition of letters and words, the use of phonic rules and context in word analysis, and reading sentences and paragraph with comprehension. These techniques have proved quite successful with underachievers in reading and the evidence is that the tutorial program has reduced non-readers in a disadvantaged population from approximately 10 percent to less than 0.0 percent and cut the

proportion of first grade failures by 40 percent or more. This program was selected by the National Diffusion Network as one of six programs to be packaged and disseminated.

The programs described in the foregoing pages represent only a small selection of a wide variety of efforts to improve instruction and learning in the basic skills. The Chicago Mastery Learning Program and the Dade County Extended School Program are notable as examples of successful approaches which reach a high proportion of the populations which require assistance. The other programs cited have achieved considerable success, and so have other programs not treated in this section.

Early Childhood Education

Another extensive program which makes important contributions to basic skills--and to general development of young children--is the Early Childhood Education Program in the School District of Philadelphia. This comprehensive program, operated under the Associate Superintendent for Early Childhood Education, enrolls 50,000 children in 14 programs. Among these programs is Academics Plus which stimulates a positive self-image and self-direction. It serves approximately 14,000 children in 29 schools during regular school hours ten months of the year. Another is Benchmark, which offers a daily instructional program under Title I in two self-contained classrooms in each of 30 schools. A third program is Checkpoint, an individual diagnostic/prescriptive approach, which functions through special school-based centers and serves 5,400 underachieving children in grades 1-3 in 100 schools.

There also are Follow-Through Programs for nearly 11,000 children in grades K-3, using six instructional models in 42 schools; a Primary Skills Program offering two instructional options, for almost 3,500 in K-2; Child Care Programs, with nearly 1,200 children, a Day Care Program for 3,400 children; a Parent Cooperative Nursery for 440 three and four year olds; and a Head Start program with 1,600 prekindergarten children.

In order to insure positive reinforcement of desired behaviors and a token economy in which the learning of specific skills and staying on task are rewarded, the School District of Philadelphia has devised a Behavior Analysis Model to enhance social and academic development. This is based on the concept that low-income children, under favorable conditions, can achieve in the basic skills as well as middle class children. Assistance for Title I children is provided through individualized instruction, academic monitoring, task persistence, and use of motivational systems. This project calls for extensive involvement of parents as coordinators, volunteers, and trainees. Frequent workshops for parents are held. Sometimes the leaders go into homes to explain the program, to instruct the parent in technical skills, or to suggest activities that children might do at home.

Several of the Early Childhood Education programs are housed in the Durham Child Development Center, which offers an infant-toddler program, a pre-school program, a K-5 elementary program, a teacher-parent center, a travelling teacher center, and learning centers for approximately 1,500 students. The learning centers also provide training for up to 5,000 teachers.

One notable feature of the Philadelphia Early Childhood Education Program is continuing evaluation of plans, processes, and outcomes by a comprehensive Early Childhood Evaluation Unit. This unit was developed through the collaboration of the Director of the Office of Research and Evaluation, and with full support of the Superintendent of Schools. The members of this Evaluation Unit join the program directors in regularly scheduled planning sessions in which evaluative data are applied to program improvement. The periodic evaluations have also provided assurance of program effectiveness. A few of the highlights of the current evaluation are summarized in the following excerpts from a 1980 report:

> A total of more than 5,000 school district Prekindergarten graduates, though overwhelmingly poverty-level, regularly outperformed the Total City, which represents a socio-economic cross-section, through Fourth Grade; and also consistently exceeded national norm expectations through Second Grade -- in terms of the percentages scoring at or above national norms.
>
> Almost 8,000 entering-Kindergarten children has 64-66 percent scoring at or above national norms in First and Second Grade reading and mathematics, and 50 and 59 percent respectively in Third Grade in these areas; the Entering-First group had 52 to 55 percent in First and Second Grade in these areas, and 40 and 49 percent respectively in Third Grade.

Other cities studied have a variety of Pre-Kindergarten, Child Care, and Follow-Through Programs; but the School District of Philadelphia has the most extensive and the most thoroughly evaluated set of programs observed by the Urban Education Studies.

Adaptations to Diverse Needs

In the previous section, emphasis was given to the development of basic skills for learning as an essential element in system-wide renewal. Another essential condition for system-wide educational renewal or reinvigoration is adaptation to the diverse needs arising from the personal and group characteristics of the populations to be served in our great cities. Among the diverse needs with which urban school systems are now wrestling are those arising from differences in cultures, languages, and previous experiences; those arising from differences in physical, emotional, and mental characteristics; and those which represent creative talents or special gifts. During the site visits to schools in the sixteen cities, instances were found of sensitive and imaginative treatments of the non-English speaking, the gifted, the handicapped, and those from many cultures. The adaptation to these needs, however, is far from complete; and there are many unsolved problems.

Bilingual and Multicultural Education

In recognition of the dramatic changes in the demographic characteristics of the student population in large city school systems, the Urban Education Studies recognized cultural pluralism as one of the characteristics of our society to which education in the past has given inadequate attention. A series of landmark court decrees (Brown in 1954, Escobedo in 1964, Rodriguez in 1971, and Lau in 1974) in effect mandated the incorporation of the concept of cultural pluralism into American education. Inherent in these great court decisions is the insistence that schools must strive not merely for the attainment of equal opportunity for all, but also must move toward

the goal of genuine acceptance of diverse cultures, with mutual appreciation and cooperative exchanges among cultures.

In order to recognize the cultural diversity in American society and to remove racial and ethnic biases from the school curriculum and instruction, all of the school districts visited have introduced programs in bilingual and/or multicultural education. The U.S. Supreme Court ruling on Lau (1974) requires a school district with non-English speaking students to provide language instruction in the child's native language. This decision has resulted in most schools instituting transitional-type bilingual programs. Dallas has developed a transitional program in Spanish for its students from Spanish-speaking homes and multi-media packets of materials for multicultural social education in grades K-6. A combination of district, state and federal funds allows Dallas to provide bilingual education in thirty-two schools, K-6, and bilingual teacher aides in twenty-seven Title I schools. In addition, supplementary computer-assisted instruction and parent awareness programs are being implemented.

The programs offered to meet the language, cultural, and educational needs of both the other-than-English language origin and the English language origin students in the Dade County Public Schools are:

1. English for Speakers of Other Languages (ESOL) -- a full language arts and culture program which includes listening comprehension, oral expression, pronunciation, reading, and writing, as it supports the skills and concepts presented in the regular English curriculum

2. Spanish for Spanish Speakers (Spanish - S) -- designed to teach Spanish language arts skills to Spanish language origin students and to other students whose proficiency in Spanish allows them to profit from the program

3. Elementary Spanish as a Second Language (Spanish SL) -- a language and culture program designed to provide instruction in Spanish to English language origin and other non-Spanish language origin students

4. Secondary Foreign Languages (Secondary FL) -- designed for students of English language origin or other language origin who wish to study one or more foreign languages, such as French, German, Hebrew, Italian, Latin, Russian, or wish to initiate or to continue the study of Spanish as a foreign/second language

5. Bilingual Curriculum Content (BCC) -- a program designed to provide in a language other than English selected basic skills and concepts which are generally offered only in English

The Dade County Language Programs are of exceptional scope and should provide a good foundation for the design of broad multicultural programs. The thirty nationalities and the fifty-seven languages provide a rich resource.

Milwaukee has a multi-ethnic social studies program which includes a seventh-grade course emphasizing cultural pluralism and human relations, a bilingual social studies program, Afro studies, and a new multi-ethnic approach to U. S. history. The program is implemented in grades K-12. It was initiated with federal funds but is now funded largely by local funds. Dallas has implemented a Multicultural Social Studies Program in all Title I schools. The project consists of a set of instructional materials specially selected from the social sciences disciplines which provide a conceptual structure through which children of all ethnic backgrounds can relate, reason, and understand. In addition, the program provides four staff members to serve 1,216 teachers and 34,900 students.

Various programs which were classified as Cultural Pluralistic were directed at overcoming discrimination and racial conflict. The Toledo and Atlanta schools have established outdoor camp programs serving 1,700 and 850 students respectively. The objectives include the reduction of racial and cultural biases through the interaction of all races in outdoor camping environments. Sixth-grade children are transported to camps where they live, study, and work together on environmental projects. The activities include recreational activities, human relations projects, and exercises in self concept. Surveys of attitudes indicate that ethnic and racial barriers are being removed.

The Oakland schools have entered into a partnership with the California Museum to utilize the museum's rich resources in the study of the California cultural evolution. The museum provides an example of the intersection of the social and natural sciences in tracing the development of the various cultures and their influence on present California cultures. Students are given pre-visit instruction by a teacher, provided by the district, who works full-time in the museum. This is then followed by four days of activities on the museum site.

In the last two decades political and other factors have operated to replace the "melting pot" concept with the concept of cultural diversity; and court decisions and civil rights legislation have pushed the schools toward equalizing opportunities through bilingual and bicultural or multicultural instruction. Federal aid through the Elementary and Secondary Education Act and the Emergency School Assistance Act has given added

impetus to these developments. The numbers enrolled in bilingual and multicultural programs have increased dramatically; but the effectiveness of such instruction appears to depend upon strong administrative and community support with continuing attention to curriculum development and to the selection and training of teachers. The literature on cultural pluralism, multicultural education, and bilingual education reveals wide differences of opinions regarding the objectives, content, and modes of instruction; and these differences sometimes operate to reduce program effectiveness. The UES site-visit teams gave high ratings to several multicultural and bilingual programs, which were observed in the five cities studied; but concluded that few of even the best designed programs are fully implemented. To realize the high potential which was perceived in several programs in the five cities, attention should be given to the clarification of program goals and objectives and to program implementation and renewal through continuous staff and curriculum development.

Cultural pluralism as now understood and as it is being used here, is a relatively new concept in human societies. For many generations the young in European and American countries grew up with an implicit belief in the superiority of Western civilization, and an even narrower commitment to a national culture. In the United States, for example, we had a deliberate policy of "Americanization" for immigrants from other countries; and, as late as the middle of the current century, textbooks and teaching emphasized Anglo-Saxon middle-class values and traditions as models for emulation by all. This ethnocentric orientation still exercises a powerful influence in our schools.

In 1975, the National Society for the Study of Education devoted a section of seven chapters to the subject of pluralism.[2] In the introductory chapter, Havighurst and Dreyer take the position that we are in a period which favors recognition of ethnic differences and identification by young people with an ethnic group. The authors acknowledge that cultural pluralism can take negative as well as positive forms; but they believe that social and political reforms may be moving toward a more ideal cultural pluralism.

Elizabeth Douvan, Professor of Psychology at the University of Michigan, defines pluralism as a "theory that values diversity within a coherent and consensual larger society", but concedes that the concept of a pluralistic society is "highly ambitious":

> It imposes demands on individuals and subsystems to function at a level of complexity, sophistication generosity, and good will which may indeed be beyond human capability.[3]

Douvan is right in calling attention to the demands on individuals and groups which are implicit in the creation of a genuinely pluralistic society. What is happening in America, however, offers grounds for hope. Testimony to this effect comes from an observant British writer, Henry Fairlie. Fairlie thinks that as a result of the operations of the American Constitution, and other more or less political factors, "there has been a revolution, in attitudes as well as policy", and he believes that "America is demonstrating...that a multi-racial

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[2]Seventy-Fourth Yearbook, Youth. (Chicago: University of Chicago Press, 1975) pp. 259-475.

[3]Ibid., p. 283

society can be created". If so, as Fairlie also observes, it will be "the first genuine one the world has known".[4]

There is reason to think that cultural pluralism in education now has a real chance of succeeding; and many persons in the sixteen cities studied are working toward that end. It involves, in Fairlie's phrase, "the preservation of cultural pride, without the imbecility of racial prejudice".

Further support for the necessity of creating a multicultural society comes from Willis W. Harman, Director, Center for the Study of Social Policy, Stanford Research Institute:

> A simple society can have a single culture; a complex civilization such as the United States cannot. Thus, the question is not whether we shall have a multimodal culture with a variety of behavior patterns and norms in different socioeconomic, educational, religious, and ethnic groups -- no doubt we shall. Rather, the real question is whether we shall have mutual hostility and exploitation of weaker groups by stronger ones, or we shall have mutual respect and cooperation between diverse groups.[5]

Havinghurst and Dreyer suggest that two necessary conditions for a healthy pluralistic society are that (1) youth understand and accept "one's own parent group as the primary source of self-esteem, values, and beliefs"; and (2) that they come to understand and "tolerate the fact that other groups have a right to share in the

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[4]Henry Fairlie, "U.S. Becoming First Genuine Multi-Racial Society", Dallas Times Herald, August 29, 1976. (Syndicated article distributed by the Washington Post).

[5]Willis W. Harman, "The Nature of our Changing Society: Implications for Schools", Alternative Futures in American Education. (Washington: U. S. Government Printing Office, January, 1972) pp. 43-44.

resources and privileges of the total environment."[6] These undoubtedly are minimal requirements. In addition, if the conditions essential to a healthy pluralistic society are to be met, education at all levels must help students to gain an understanding and appreciation of:

1. The ways in which values, modes of behavior, and other cultural characteristics evolve as responses to particular environments in particular times and places:
2. The values, conventions, and traditions in cultures other than one's own; and
3. The distinctive contributions of the several cultures to the strength, variety, and vitality of American society -- past, present, and future.

The concept of cultural pluralism does not mean that one value is as good as another value. Human history testifies to the fact that civilizations decay and societies disintegrate when the values of self-gratification and pursuit of pleasure take precedence over the values of mutual helpfulness and individual responsibility for the consequences of one's acts. Cultural pluralism, on the other hand, represents more than a toleration of values and behaviors that differ from one's own. It means that no culture is to be assigned a place of inferiority in our society; and that no individual is to be stigmatized as incapable or unworthy because of his or her parentage, ethnicity, or economic

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[6]op. cit., p. 274

status. It calls for identification of the common values such as child care, cooperation, and moral responsibility which are found in all cultures which survive and develop cohesive strengths.

Programs for the Handicapped

As a result of Public Law 94-142 in 1975, public school systems have been charged with the responsibility of providing an appropriate education for all handicapped children. Observations made during the Urban Education Studies indicate that the school systems visited, not only are moving towards compliance with state and federal mandates, but, in many cases are vigorously pursusing ways to meet adequately the special needs of these populations. The UES observers noted -- in Columbus, Dade County, Denver, Oakland, and elsewhere -- many schools in which "mainstreaming" appeared unusually successful. In these cases they became aware of the enthusiastic support of the principals, the competence and sensitivity of instructors, and the cordial interactions between the regular and special education students.

In Columbus, the site-visit team examined three special education programs: (1) the Autistic-Like-Severe Communication Disorders Program, which provides for severe and multiple handicapped children who exhibit moderate to severe communications disorders; (2) the Special Education Workstudy Program, which provides for the continuing development of vocational skills through the assessment of prevocational/vocational skills and placement in appropriate vocational

programs to prepare handicapped youth for independent and productive citizenry; and (3) the Total Communication Program, composed of nine classroom units located within four regular elementary and five secondary schools. It was evident that the Columbus Public Schools are moving in a vigorous and systematic way to strengthen the education of the handicapped.

During the past two decades the programs and services for the handicapped have been expanded, improved, and closely integrated into the total education program. Since 1960, the enrollment in special education has grown from less than 1,700 to more than 7,000. Within the past five years, the progress has been particularly notable. Classes for children with severe and multiple handicaps were established in 1974; a family learning center was opened in 1975, with services for multiple handicapped infants and their parents; and a plan for providing appropriate programs and services for all school-age handicapped children was approved by the Board of Education in 1977. The procedures for identification and placement of students have been worked out with care, with closely specified procedures for pre-evaluation, evaluation, post-evaluation, hearings, and case management activities.

The Exceptional Student Education Program in Dade County shows evidence of careful planning and sensitive adaptation to the needs of students served. The program is under the immediate supervision of an Executive Director who reports to the Assistant Superintendent for Instructional

Support Services. The staff includes consultants and specialists for the different types of handicaps and program coordinators for the several programs, including the program for the Gifted. Each area also has a program director for exceptional education. The programs which the site-visit team was able to observe appeared to be ably staffed; and all teachers and administrators displayed great sensitivity to the personal attributes and potential of the students. A luncheon and program presented by TMR (Trainable Mentally Retarded) students in the Citrus Grove Occupational Training Center indicates that the Dade County program for exceptional children is conceived in terms of identifying and developing capabilities rather than in terms of disabilities. At the Occupational Center the TMRs are taught skills in manufacturing and assembling products for various businesses and agencies. An emphasis is given to self-help skills. The students have their own cooking facilities at the Center and many are adept at preparing delicious and attractive meals. Constructive interactions are promoted between the students at the Center and those at the junior high.

The Chicago EARLY Assessment and Remedial Project (EARLY) was initiated in the fall of 1975 with a twofold purpose: (1) to identify pre-kindergarten children who are likely to experience learning difficulties in their schooling; and (2) to ameliorate such learning difficulties before children enter kindergarten. A screening and diagnostic procedure was developed and field tested by administration to 800 preschool-age children. The screening test was supplemented by questionaires from approximately 400 parents of preschoolers and teacher ratings of four-year old children in their classrooms. When the evidence indicated that potentially disabled

pre-kindergarten children could be identified with reasonable accuracy, the EARLY project staff began the development of an intervention program for such children, which is now in use.

Programs for the Gifted and Talented

Advanced placement programs, acceleration, and enrichment have been available to the academically gifted in most school systems for many years. Boston's Latin Grammar School, the Bronx School of Science, and other schools for the academic elite have been a part of American education for generations. The current rush to meet the needs of the gifted, however, has taken on new dimensions; and continues to expand, with a boost from Federal funds and the desire to check the flight of the college-bound to suburbia and private schools.

Every system included in the Urban Education Studies has a variety of provisions for the talented and gifted. In a number of cities there are special city-wide schools, such as the Rennaissance High School in Detroit and the Rufus King High School in Milwaukee -- both of which offer programs characterized by academic rigor and opportunities for self-direction and self-expression. Schools for the gifted and/or college-bound have also been established at the elementary level, but in most elementary schools, the programs for the talented and gifted are offered on less than a full-time basis.

The Denver Public Schools offer twelve program options for the gifted: a Library Reading/Discussion Period, an Extra Subject, a Core or Block Program, a Period or Two with a Special Teacher, Honors Programs, a

Half Day in a Special Class, a Gifted Section of a Grade, Rapid Advance Classes, Advanced College Courses, Independent Study, Mentorships, and Special Schools for the Gifted. Many of these options have been available for a long time, but generally the options have been not quite so numerous or so well-organized as is now the case in Denver. Moreover, Denver's current program is intended to serve students who display a variety of traits that indicate creativity, and not simply those of college potential. It, therefore, has moved away from the I.Q. test as the chief measure and uses multiple criteria for selection of students for the several programs. The identification of gifted students is made by regular classroom teachers, teachers of special subjects, and through parent-inventory and student self-nomination forms. Among the features of Denver's program is the use of Renzulli's Enrichment Triad Model and emphasis on "brainstorming" as a tool in creative problem-solving.

The Norfolk Public Schools, with an enrollment of less than 40,000, have developed one of the most extensive and varied programs in the country. Under the title of Designated Gifted Alternatives (DGA), four programs are offered at the elementary level: Field Lighthouse Program, Monthly Workshops, Time Blocks, and Interdisciplinary Labs. The Lighthouse program is a weekly three-hour academically oriented program conducted both at home schools and at city-wide centers. The emphasis is on the development of problem-solving skills and it accomodates some 600 children. The Monthly Workshops are designed to develop thinking skills through interdisciplinary studies conducted at city-wide centers. The daily Time Blocks are set aside for accelerated programs in math and language arts in students' home schools. The Interdisciplinary Labs

are also conducted in the home schools and meet on a weekly basis for from one to two hours. In addition to these four DGA programs, there are in-school programs which provide for (1) acceleration; (2) individualization; (3) Junior Great Books; (4) art enrichment; (5) school clubs. There is also a summer city-wide enrichment program K-12.

At the secondary level, a new arts and sciences program started in 1978-79 now enrolls over 1,300 in an Extended Day Program which operates outside of or beyond the regular school day or on Saturday. The Arts and Sciences program has enrolled students in classes in medicine, broadcasting, theater, opera, visual arts and other fields. The junior high school science center is designed to provide scientific exploration experiences for highly motivated students. The new secondary school program uses the facilities and employees of local universities, government agencies, naval installations, museums, and musical and artistic groups.

The Norfolk program was supported by Title IV-C funds from 1974-1977. Since that time it has continued to expand under local funding, with some state support. The program is broad in scope and the conceptual underpinnings have been drawn from a wide number of sources. The content and process skills are comprehensive and clearly delineated. The management of the program is excellent and staff members are well-trained and enthusiastic. There is reason to believe that Norfolk's process approach (which emphasizes the development of thinking skills, methods of inquiry, and decision making) might prove effective with

students of less obvious ability. It has much in common with mastery learning concepts which are demonstrably increasing the achievement of slow learners in Chicago and other school systems.

The programs for the gifted and the handicapped, like the programs for cultural and linguistic minorities, are part of a continuing quest for better ways of developing the full constructive capabilities of the diverse populations in our cities. While the accommodation to diversity is as yet only partial, there are signs of increasing acceptance of the twin beliefs that all children can learn and that educational institutions must find ways of meeting the needs and furthering the aspirations of all. Each of the city school systems is engaged in its own way in identifying poorly met needs and, in the process, finding that expectations for performance have, more often than not, been set too low.

Characteristics of Effective Schools

On the assumption that the school is the primary setting in which learning takes place, the site visitors of the Urban Education Studies in all cities spent a major part of the time available in visiting schools. During these visits efforts were made to identify unusually effective schools and to ascertain the factors contributing to effectiveness. The importance of the school as the basic educational unit has long been recognized; and in his recent book What Schools Are For, John I. Goodlad has underscored the centrality of the school in these

words:

> The center of the educational enterprise is the individual school with its principals, teachers, and students. All of the rest of the district is superstructure, good for providing support, encouragement, and avenues of communication; but it is not where schooling and the education of the young take place.[7]

Goodlad also describes the following characteristics of effective schools:

> ...each school assumes responsibility for the quality of its own existence and is responsive to its immediate community...
>
> The principal is central to development of a sense of mission, unity and pride in the school...
>
> ...a high level of agreement exists between the principal and the teachers regarding policy decisions affecting the school and the teachers play a significant decision-making role...
>
> ...healthy schools have a healthy surrounding infrastructure. The superintendent recognizes the school as the key unit for change and improvement...[8]

A three-year study of a dozen secondary schools in inner London throws some light on the characteristics of effective schools. The carefully designed and documented study showed that the schools "varied markedly with respect to their effects on their pupils' behavior, attendance, exam success and delinquency". Moreover, the differences in effects were associated with the characteistics of schools "as social institutions": the ways pupils were treated as individuals and group influences related to the "ethos of the school".[9]

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[7]Goodlad, John I., What Are Schools For, Phi Delta Kappa Educational Foundation, (1979), p. 101

[8]Ibid., pp. 84-87.

[9]Rutter, Michael, et. al., Fifteen Thousand Hours: Secondary Schools and Their Effects on Children. (Cambridge: Harvard University Press, (1979).

Two sessions of the May, 1980 Conference for City School Administrators (sponsored by the Urban Education Studies) were devoted to the subject of effective schools. The focus of the first of these sessions was on the characteristics of effective schools revealed by the studies of Brookover, Clark, Edmonds, Mann, and others. The characteristics described from a synthesis of numerous studies were partially summarized as follows:

1. The case study literature refutes the contention that determinants of school success or failure are beyond the control of the school. In fact, the data suggest that most school features related to success can be manipulated at the building level.

2. Hence, the case study literature suggests that schools can be improved by focusing available energies and resources on student achievement in basic skills instead of expending such energies and resources over a wide spectrum of activities.

3. The successful interventions...involved multiple tactics to attain the goals. Usually, several curriculum/instruction and personnel variables were manipulated in concert.

4. Such multiple-tactic change strategies necessitate effective planning and coordination.[10]

The second session involved presentations on several approaches to increased school effectiveness: the School Improvement Project in New York City Public Schools; a Self-Correcting -- Self-Renewing System, which is now being used in the East Oak Cliff Sub-District of Dallas; and school planning and management strategies as developed in the Columbus Public Schools. Other presentations during the Conference highlighted numerous examples of effective schools.

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[10]Clark, David L., Linda S. Lotto and Martha M. McCarthy, Exceptional Urban Elementary Schools, Sponsored by Phi Delta Kappa, Funded by Lilly Endowment, Inc., Indianapolis, Indiana (June, 1979).

During the site visits, many schools of unquestioned excellence were observed. Some systems appear to have an unusually high proportion of schools in which students, with few exceptions, appear to devote their time mainly to well structured learning tasks. Those who participated in many on-site studies ranked Denver and Milwaukee among the cities in which nearly every school exhibited factors conducive to learning, such as competent teaching, resourceful leadership, and positive attitudes on the part of staff and students. Many highly effective schools were noted, however, in all cities. Among the factors which seemed to be operating to keep the schools at a high level of effectiveness were the careful selection and evaluation of principals and effective provision for the continuing education of personnel.

In visits to classrooms of the highly effective schools, it was observed that typically more than ninety percent of the students in each class appeared to be proceeding with understanding of what was required. This impression of students' attention to task was reinforced by observation of the work being performed by students and conversations with the students. Moreover, the teachers' attentions were quickly drawn to students who seemed to be having difficulty and help was given promptly.

Conversations with the principals in the effective schools showed that the principal had a lively sense of the characteristics and special competencies and personality traits of all teachers. As these principals passed through the halls, they were greeted by name by many students and

very often were able to respond with the pupil's name and with some word of praise or admonition. In such schools, visitors were impressed with the detailed knowledge the principal seemed to have of what the special needs of the student populations were and how well these needs were being served; also of the strengths and weaknesses of each staff member. In some of the least effective schools the principal seemed to have little knowledge of the population being served, of the kinds of homes from which students came, or of the abilities and other characteristics of teachers and staff members.

In some of the more effective schools great pains had been taken to make the surroundings as attractive as possible. In many of the Denver schools, for example, the maintenance crews at the request of the schools had painted attractive murals. In other schools, there were plants or other ways of increasing the attractiveness of the environment, and the care which students took of the building seemed to reflect pride in attractive surroundings. In such schools the walls tended to be free from markings and there was an absence of trash on the floor. Moreover, conversations with both teachers, students, and other staff showed great pride in the school and a sense of liking to be there. Many teachers in the more effective schools referred to their satisfaction in working in "this school" or with "our principal", or commented: "All of us work together here". Another characteristic of these schools was the strong sense of achievement exhibited by both students and staff members.

Site visitors who had occasion to revisit several schools, after intervals of a year or more, found that the schools characterized as effective had made changes between the visits. In some cases, less competent instructors had been replaced or had been helped to become better planners and managers. In other cases, a merely adequate principal had been replaced by a more dynamic and energetic leader. New instructional materials, improvements in the library/media center or improvements in learning centers, were likewise noted. Frequently, parents or other citizens were observed tutoring students or performing other services.

The schools and systems that seemed to be moving most rapidly towards meeting educational needs effectively were characterized by a continuing search for capabilities and talents that might be developed, recognition and reinforcement of achievement, and high expectations for every member of the organization; including both staff and students. Moreover, steady and continuous progress toward identifying, and responding to, needs seemed more characteristic of these schools than the formulation of elaborate and difficult-to-implement plans.

The schools considered excellent were of many different types. For example, the highly rated elementary schools included such diverse types as open-area, self-contained classrooms, IGE, Montessori, and Creative Arts. Among the middle schools there were similar variations; and the outstanding secondary schools included both comprehensive and specialized schools. In each case, however, the principal,

teachers, and students expressed great satisfaction with the characteristics of the school and demonstrated ability to adapt their behaviors to the requirements of the particular situation.

Career Centers and Alternative Schools

Among the more conspicuous of the current trends in urban education is the multiplication of schools, and programs within schools, which offer institutional settings that differ significantly from the comprehensive high school or the neighborhood elementary school. The new secondary schools are identified by a number of labels such as career centers, city-wide schools, and magnet schools, and the alternative elementary schools carry descriptive terms such as fundamental, open education, IGE, creative arts, international, or Montessori. The new types of schools represent another aspect of contemporary efforts to adapt the curriculum and the settings for learning, needs, and preferences of a diverse population.

American secondary education for generations has offered choices among curricula identified as academic, vocational, or general; and further choices among the electives within each curriculum category. The newer options reflect such concepts as cultural pluralism, action-learning, and career motivation. These concepts are not new, but the difference is that they are applied much more broadly than in previous periods. Vocational high schools have a history of more than half a century in our cities; and city-wide secondary schools designed to serve other specialized needs also have a considerable history. Examples that come to mind include Baltimore Polytechnic, the Bronx School of Science, and the Denver Opportunity School. The concept of workplace education or cooperative work-study

programs also has a long history. Distributive Education has been one of the more successful of such programs, with a history going back to the early decades of this century. Although there are earlier prototypes for many of the new schools, it still may be said that in no past era has there been such a profusion of new types of schools and programs directed towards such a diversity of populations and needs.

The concept of career education received impetus from the strong advocacy of Dr. Sidney Marland, former U. S. Commissioner of Education, and derived additional support from the Vocational Amendments adopted by the Congress in 1972. Career Education differs from earlier forms of vocational education in that it usually is organized in clusters or families of occupations so that different levels of entry and exit are feasible. For example, a health professions center may attract students whose career aspirations range from practical nursing, dental technology, and other occupations which may be practiced with little or no post-secondary training to cardiology, orthodontics, and other specializations which require post-graduate specialization and extended periods of internships and residency in hospitals or other specialized institutions. Similarly, a construction cluster may provide experiences which will lead to such diverse occupations as cabinet making, interior design, electricity, plumbing, or architecture. Again, the admission requirements might differ for the several occupations and the entry to some careers might be postponed for many years of specialized preparation beyond secondary school and college.

The term "magnet school" is usually applied when one of the purposes

(under court order or otherwise) is to promote desegregation; but the characterization of "magnet" is also applicable to the drawing power of institutional environments attuned to career aspirations if one envisions a career in the arts, public administration, science and technology, social services, and so on. Most of the career centers or magnet schools devote themselves to one particular family of occupations such as the health professions, merchandising, or others such as those named above; but some centers offer a combination of career clusters on a single location. Moreover, some centers and magnets operate on a full-time basis and offer academic as well as career courses, while others provide part-time career training for students who meet academic requirements at other locations.

Brief descriptions follow of schools or centers in several cities which seem to fit the classification of career centers.

The Skyline Career Development Center in Dallas was conceived as an opportunity to embrace the career education concept by providing a modern building structure with facilities and equipment representative of the various career clusters available to students. The Center opened with 25 clusters and added a few others later. Some of the curriculum materials for the clusters were developed under contract with RCA; and others by selected DISD personnel. Among the clusters were Aeronautics, Business and Management, Computer Technology, Electronic Sciences, Food Services and Management, Medical and Dental Careers, World of Construction, Photography, Child-related Professions, Cosmetology, Performing Arts, Visual Arts, and World of Fashion. This is one of the more comprehensive career centers with a history now extending over nearly a decade.

Park West High School in Manhattan is listed as one of 22 vocational-technical high schools in the New York City Public Schools. Actually, it meets fully the usual definition of a career center in that it enrolls college-bound students as well as those who will seek employment upon completion of high school. It offers preparation for careers for the Automotive Occupations, Aviation, Electronics, Culinary Arts, and Maritime. It also offers a cooperative workstudy and a college-bound program, which offers smaller classes and tutorial services to entering ninth and tenth graders with academic potential and reading levels which range from two years below grade level to above level. Park West High School opened September, 1978 in a new building on West Fiftieth Street and incorporated the clusters which had a previous history as the Food and Maritime High School. The UES observers noted that Park West has strong leadership and staff deeply experienced in the careers in which the students are being prepared. The level of performance was extremely high in the clusters observed. The student population of Park West is 48 percent Black, 48 percent Hispanic, and 4 percent White.

The Clara Barton High School for the Health Professions is one of six coeducational New York City high schools which provide educational options in secondary education. It is open to students city-wide without entrance examinations, but the present enrollment comes chiefly from Brooklyn. It is located in a well-kept building which requires remodeling to provide laboratory and other specialized facilities for programs in dental technology, medical laboratory technology, and other health professions. The school appears to have excellent leadership; and a good environment for learing is being established.

Columbus has four Career Centers which serve students sixteen years and older on a split-shift program with first-year students attending in the morning and second-year students in the afternoon. The staff is composed heavily of persons recruited from the trades, business, industry, and the professions. For example, experienced journeymen, with at least seven years' experience, were recruited in the machine shop and other skilled trades (and subsequently enrolled in teacher education courses at Ohio State University). The responsibility, which the senior teachers have for student placement and follow-up, leads to continuing interaction with work places. Placement rates are exceptionally high, ranging up to 100 percent placement in the first job upon graduation. There was evidence of strong, continued support of business, industry, unions, and other community agencies. Visits to classrooms in all four centers revealed excellent facilities, competent staffs, excellent working conditions, and high morale. The close collaboration of business, industrial, professional and civic leaders improves the quality of decisions, provides essential resources, and keeps administrators and instructors alert to the conditions and demands of the trades and careers for which students are preparing.

The Dallas Creative Arts and other Magnet Schools were mandated by the decree of the Federal District Court in 1976. They were able to get off to a quick start through the transfer of clusters from the Skyline Career Development Center. One distinctive feature of the new magnets was the appointment of outstanding directors with established reputations in the particular career fields. The Arts Magnet High School, for example, was able to obtain the part-time direction of the Director of the Dallas Theater Center,

who is also a professor on the Art Faculty at Trinity University. The visual arts cluster with its director, staff, and students was transferred from Skyline High School. The same was true of the Performing Arts and Music. As a result of its central location and its appeal to students interested in the arts, the Arts Magnet High School is almost perfectly integrated, with proportions of Black, White, and Hispanic corresponding closely to the percentages of those groups in the total Dallas enrollment.

Of seven Dallas magnet high schools, the four started in 1977-78 have enrollments ranging from slightly above 400 to more than 1,000. One of these, the Creative Arts Magnet, has been unusually successful in meeting the goals set by the court for integration. It has 46 percent Black, 44.7 percent White, and 9.3 percent Hispanic. The Health Professions Magnet, with 617 students, has 23.7 White, 64.7 Black, and 11.7 Hispanic. Transportation has also made progress toward desegregation with 57 percent Black, nearly 23 percent White, and slightly over 20 percent Hispanic. But, Business and Management has slightly over 75 percent Black. The other three magnets are newer and apparently less attractive to students as they enroll among them a total of only 423 students.

The Board of Education has recently asked the Dallas Chamber of Commerce to appoint a special career education task force of business and professional leaders to develop a plan for the DISD Career Education program for the 80's. All existing career programs are to be reviewed, and the adequacy of the facilities examined, and thought given to minimum and maximum student loads, and other aspects of operation. Particular attention

is to be given to the magnet high schools. It is interesting to note that the Dallas Chamber of Commerce's participation, which goes back to 1965, has influenced strongly the development of the Skyline Career Development Center and the magnet schools.

Essentials to Success

Observation of career centers, magnet schools, and other alternative schools in a number of city school systems indicates that, for optimum effects, close attention must be given to the following matters:

- --enlisting the active participation and support of community leaders and organizations:
- --careful identification of the needs to be met, the populations to be served, and the opportunities for appropriate placement of graduates;
- --the choice of a director with the requisite background and capabilities and an established reputation in the career field for which preparation is to be offered;
- --a management staff of highly qualified persons who can be welded into an effective team to provide leadership for continuous curriculum and staff development;
- --early selection and appointment of staff, with special attention to recruiting instructors with the necessary knowledge and expertise in the occupations for which they are to provide instruction;
- --commitment to matching schools and programs to student characteristics and aspirations:
- --adequate communication to prospective students regarding the experiences to be offered, the performance standards expected, and the criteria for admission;
- --provision for increasing the basic learning skills (or reducing the learning disabilities) of students for whom the alternative school may represent a fresh start:
- --careful weighing of the possible losses, as well as the gains, from narrow specialization along career lines;
- --system-wide consideration of the probable effects on other schools in the system in order to promote concerted action to improve all schools.

Among the factors which seem to account for the unusually high student motivation and morale in the career centers and magnet schools are the following:

1. Enrollment in each school is determined by the freely made choices of the students. This is important in making adolescents feel that they can make important choices regarding their own education. This act of self-determination imparts motivation to "make good", to cope with the consequences of one's choices.

2. Students are able to perceive a direct relationship between school experience and their career and life aspirations. This reduces the usual complaints often expressed in terms of, "This stuff is not going to do me any good".

3. The opportunities for action-learning or hands-on experiences are much greater than in the typical high school. This feature has strong appeal to students who are turned off by spending so much time in verbal learning and performing tasks set by teachers for reasons which students often regard as arbitrary.

4. The "lock-step" and regimentation of the usual classroom is replaced by much greater freedom of movement and more self-directed activities. The student in an arts studio, an auto mechanics shop, an office situation, or a health clinic begins to feel like a responsible adult engaged in self-chosen activities,

5. The interactions with fellow students of other races and cultures take on added meaning in the variety of activities provided in the several career clusters. Students may sit together for a whole year in many traditional classes without becoming really acquainted with the strengths and values of those from other ethnic groups. When teamed in business planning, a dramatic production, a motor tune-up, or laboratory analysis, however, the students quickly "size up" their fellows and begin to develop appreciation of diverse characteristics and capabilities.

Recapitulation

Seven developments, which are perceived as holding promise for system-wide renewal, were listed on pages 11-12 of this paper. Up to this point, examples and discussions have been offered on three of these: (1) adaption of curriculum and instruction to individual and cultural characteristics;

(2) effective school management; and (3) alternative schools and programs which provide career motivation and action learning. In the following sections, discussion will be focused, first on school-community collaboration as a basis for the creation and maintenance of total environments conducive to learning; second, on continuous personnel development to increase the effectiveness of educational services; and third, on planning, management, and evaluation as instrumentalities for stimulating and monitoring improvement in the performance of all educational functions.

School Community Collaboration

School-community relations have been an important concern of school administrators and teachers since the founding of the public school systems. At times, the emphasis has been on winning support for school policies and objectives, which sometimes deteriorated into trying merely to create a favorable image for the schools. At other times, the emphasis has been more on improving the programs and services of the schools, with public involvement to this end. The community school movement has had a history going back to the Sloan Foundation projects in Kentucky and elsewhere in the first half of this century; and this movement received fresh impetus and took new forms from the Mott Foundation's support of community schools which took shape in the 50's and 60's in Flint, Michigan and continues to exercise influence. Other forms of school-community interactions also have a considerable history. The rise of vocational education in this country led to the involvement of agriculture, business and industry in various types of cooperative work-study programs. These programs also represented an early form of federal intervention through the Smith-Hughes Act and other legislation.

All of the historic forms of school-community interactions are found today in one degree or another in both urban and rural education. New types of school-community interaction in our cities have been engendered in recent years by the desegregation orders issued by federal courts and by the requirements of the federal programs under the Elementary and Secondary Education Act, the Emergency School Assistance Act, and the Office of Civil Rights. Local initiative has reinforced and supplemented the requirements of federal and state agencies; and, as a result, complex networks of school-community relations have developed in all of our large cities. Sometimes these networks are well coordinated and orchestrated so that they involve a wide variety of organizations and representatives of all socioeconomic levels and ethnic groups. In other cities the coordination of activities leaves much to be desired and important elements in the community are left without an effective voice. Often, the situation is mixed, with many positive and some dubious or negative relationships and effect.

Twenty-nine of the forty-three large school districts in the United States, in response to a request from the Urban Education Studies, listed 137 successful programs in the general area of school-community interaction. Of these, thirty-seven were said to be "designed to ensure citizen understanding and utilization of educational programs and processes"; forty-nine represent ways "in which community organizations, parents, and other citizens are sharing in education planning and decision making"; and fifty-one are described as "programs which provide valuable learning experiences through community agencies and resources".

Among the dramatic instances of citizen participation in the making of educational policy is the work of the Dallas Alliance -- a tri-ethnic committee. Judge Taylor, the presiding judge in the United States District Court, made skillful use of this lay group (representing business and civic interests of Blacks, Mexican Americans, and Whites) to build a basis for a decree that would represent an approximation of a consensus regarding what might be done to reduce racial segregation and improve the quality of education. As a result of the Court's decision (and subsequent actions by the several chambers of commerce, business and industrial leaders, PTA's, civic organizations, and school leaders) there was an unprecedented mobilization of public opinion to translate the Court's mandates -- and the hopes resting on them -- into reality. Reference was made in the previous section to the part played by the Dallas Chambers of Commerce in the development of the Skyline Career Development Center and the magnet high schools (See pages 45-46).

In Milwaukee, the Committee of 100 played an important role in moving Milwaukee toward district-wide desegregation; and the Coalition for Peaceful Schools, with its own federal grant, served as an important channel for communication with, and cooperation of, a large number of community organizations. Advisory councils and committees in the cities studied undoubtedly are influencing -- sometimes to a marked degree -- decisions with respect to curriculum, school services, and many other aspects of education. In Atlanta, business and industry are providing important resources for alternative education programs, including Youth Challenge, Executive High School Internships, Project Propinquity, and Schools Without Walls. The same thing may be

said of the Student Services Assistant Program (CETA) and other programs in which community organizations are working closely with the Atlanta Schools in providing educative experiences. In Oakland, the Chabot Science Center and the Museum School are outstanding examples of how community cultural and science resources can be made available to students through school-community cooperation. The new Art Center in Milwaukee is another outstanding example of the cooperation of schools and community.

In many cities, instructional and administrative personnel are now being recruited to an unparalleled extent from business and industry, technical occupations, and from professions other than education. The directors of Dallas' first four magnet high schools include an M.D. with a background in school health services; a professor of the performing arts, who is also managing director of a theater; a business leader with a law degree; and a man with wide experience in automotive sales and services. Atlanta has recruited a leader in social services for one of its top administrative posts. All of the cities studied are bringing technically qualified people into positions such as coordinators, resource persons, and instructors for the new alternative programs which are being developed.

Numerous examples can be given of programs that have made at least a new beginning in meeting needs which schools of the past have usually considered unmanageable. The mainstreaming of the handicapped under the prodding of federal and state authorities is one example. Several of the cities visited are making provisions for the handicapped equal to those formerly found in expensive private schools. The same thing may be said for other services such as those provided by Toledo Public Schools through the

Crittenton Center for unwed mothers and through a highly successful practical nursing program developed with the active collaboration of community hospitals. The Adopt-A-School program in Oakland is a notable instance of school adoption by a business corporation. In Dallas, some 200 schools have been adopted by churches and/or business organizations which provide personnel and other resources.

The Dade County Public Schools have embraced the concept that the education of children and youth can be accomplished only through close collaboration of schools and other community agencies. The plan calls for (1) advisory committees at each school to work with the principal in identifying and dealing with educational needs and concerns; (2) two Regional Advisory Committees in each of the four administrative areas to serve as resources to the Area Superintendents in identifying and meeting areawide educational needs; and (3) a County Advisory Committee to provide a district-wide perspective on educational needs. These committees compose an extensive network for citizen involvement in educational planning and decisions. The County Committee includes three individuals elected from each of the Regional Advisory Committees, fifteen persons appointed at large by a selection group: plus eight students, three teachers, and two administrators. There are also advisory committees for special curriculum areas, such as Vocational and Adult Education, Special Education, and Title I Programs.

In accordance with the 1973 mandate of the Florida Legislature, the Dade County Public Schools have organized some 150 citizens advisory groups. Consequently, it may have the most highly organized network for citizen

participation of any school system in the country. The Rockefeller Foundation found sufficient merit in the Dade County plan to justify a $435,000 grant to support the advisory committees. The visiting team members who attended the County Advisory Committee meeting and other advisory committee meetings found the discussions lively and provocative.

The Dade Partners is another aspect of community collaboration, to which the site-team reacted enthusiastically. While the UES team was in Dade County, the 100th Dade Partner was recruited. The Partners include several banks, chambers of commerce, professional associations, civic clubs, colleges and universities, and a wide variety of business enterprises. The services provided by these Partners range from jobs and training opportunities for students, through inservice training for teachers, to a wide variety of other educational resources. There are few school systems in which the collaboration of community agencies is as widespread and effective as in Dade County.

A third type of community involvement is represented by the school volunteers. Dade's School Volunteers Development Project was awarded a Title III grant to enhance the school instructional program through the use of volunteers for critical instructional needs in reading and math. Tutoring was thus provided for students in grades 2-6 who were below the national norms in basic skills. Other volunteers offer a wide variety of educational services. A tri-level training program is used to prepare principals, teachers, and volunteers for effective cooperation. The volunteers number more than 10,000. The collaboration between the schools, business, industrial, civic, cultural, and social organizations is a long step in the

direction of making Dade County a total environment for learning.

Another interesting example of extensive business/industry collaboration is represented by Philadelphia's High School Academies Program. The program began in 1968 under the auspices of the Philadelphia Urban Coalition. Its organizers elected to target a quintessential inner-city high school for the establishment of an Academy of Applied Electrical Sciences. The school chosen, Thomas A. Edison High School, was in the unenviable position of having the lowest average daily attendance, the highest dropout rate, and the lowest basic skills performance of any high school in the City of Philadelphia. It was overwhelmingly black and poor. Its students, for the most part, were unable to pass the admission tests for the established vocational schools in the city. The academy organizers reasoned that given the proper mix of school and industry expertise, plus a marshalling of all the resources that were deemed necessary for appropriate training, such high risk youngsters as were represented by the student population of the school could be effectively trained in electricity and electronics and developed into productive members of the work force.

A project team composed of representatives of corporate business and industrial firms in the electronics industry and School District officials planned the academy program, decided on the curriculum components, and determined a budget for the operation that substantially exceeded the normal School District funding available for this kind of training activity. The business and industry group then proceeded to raise the additional required funds. From the beginning the academy programs have been a partnership effort of the schools and industry. In effect, school people have given

up some of their "sovereignty" in the sense that the decisions about the program and the delivery system are determined jointly by the school and industry representatives who comprise the project team.

The level of business/industry involvement can perhaps best be understood in terms of the executive-on-loan policy that has been a part of the academy operation since the beginning. During the first year of the Electrical Academy, the Bell Telephone Company of Pennsylvania released a middle management executive on a full-time basis for the purpose of organizing the business/industry side of the program. In the second year, this individual was replaced by a senior engineer from the Philadelphia Electric Company, who has been with the academy programs ever since. He now serves as Director of the High School Academies, on a loaned executive basis, for the Philadelphia Urban Coalition. Two other academy programs have developed in the intervening years -- The Philadelphia Business Academy, concentrating on the development of office and clerical skills, and the Academy of Applied Automotive and Mechanical Sciences. The Business Academy operates in two inner-city high schools, University City and South Philadelphia, while the Automotive Academy operates in Simon Grantz High School.

Supervised work experience for every youngster is considered to be an integral part of the total educational program. In the Electrical Academy this goal is partially realized through the operation of an in-school "factory" that functions after school hours daily during the school year and five hours a day during the summer months. The results of this teamwork have been impressive; the average daily attendance in academy programs

is between 85 and 90 percent -- and this is in schools where the average daily attendance ranges anywhere from 55 to 70 percent. The dropout rate in the academies hovers near zero, and the employment record of academy graduates is impressively high. Currently, a Feasibility Study is in progress to determine the most effective way of expanding academy operations in Philadelphia schools.

Summary Observations

In summary, it may be said that the studies in sixteen cities provide abundant evidence for the following trends:

1. Participation in educational decisions involves more people, and significantly larger numbers of minority groups and the poor, than have been involved in past periods.
2. School boards and school administrators are listening more attentively to advice from without the educational profession, and to the voices of dissent which formerly failed to receive a hearing.
3. Chambers of Commerce, business and industrial corporations, hospitals, museums, theaters, dance companies, orchestras, and other community agencies are collaborating with schools in many cities to an extent that is unparalleled.

As a result of these and related developments, the concept of the city as a total environment for learning is coming closer and closer to realization.

New Emphasis on Personnel Development

In the early decades of this century, formal provision for the continuing education of teachers, administrators, and other school personnel consisted primarily of requirements or incentives for enrollment in college or university courses. Traditionally, however, all schools and school systems have used professional meetings, bulletins and a variety of other approaches

to inform, stimulate and instruct school personnel. Moreover, counseling and supervision for many decades have been used with varying degrees of success as means of improving instruction, classroom management, and performance of other functions. Other forms of staff development which have long been used, include participation in curriculum development, involvement in dealing with problems such as disruptive behavior, failure, and drop-outs. All of these traditional forms of staff development are still in use; but they are now supplemented by more recent forms of professional development through teacher centers, management academies, instructional resource teams, and other types of arrangements. In the following paragraphs brief descriptions will be given of several of the more promising approaches to continuing education and increased professional competence.

Teacher Centers

The concept of teacher centers was developed in England where hundreds of such centers have been functioning for years under the British Schools Council. Many American educators visited these centers in the 60's and 70's and returned to advocate the establishment of such centers in the United States. Among the more ardent advocates were Stephen K. Bailey, currently professor of education at Harvard University and president of the National Academy of Education, and Albert Shanker, president of the American Federation of Teachers. The basic premise on which the centers operate is that teachers are interested in their own professional growth and will avail themselves voluntarily of appropriate opportunities to become more effective in the performance of educational functions. In recent

years teacher centers have spread rapidly, and many large school systems now have several such centers. The characteristics described below for the centers in New York City and Oakland will provide some insight into the underlying philosophy, management, and services of teacher centers in general:

New York City Teacher Centers were established in 1978 by a consortium made up of the United Federation of Teachers, New York City Board of Education, and 29 New York universities. The Teacher Centers Consortium received a U.S.O.E. grant in the amount of $868,000 for the first year of operation, a $900,000 grant for the second year, and promise of funding through fall 1981. A $55,000 grant was used to plan a program to assist classroom teachers in mainstreaming handicapped students into regular classes. This led to a $230,000 grant from the Carnegie Foundation, plus matching funds from the State Education Department to implement the program. Another $29,000 grant was awarded for "Higher Education Resource Assistance". The Policy Board represents the members of the consortium but a majority of the 29 members are classroom teachers. At present there are six centers serving teachers in elementary schools, one junior high school center and one high school center. The staff consists of a director, two coordinators, and eight teacher specialists.

According to a May 1979 Progress Report issued by the UFT, the three main components of center activities are as follows:

1. After School Workshop Program. Workshops are organized according to the concerns of participating teachers. Workshop leaders may be classroom teachers, university specialists or consultants with specific skills. Where possible and needed, graduate-level courses will be taught by qualified instructors.

2. Individual Professional Development (IPS). Teacher specialists work with individual teachers in developing and implementing new curriculum and teaching strategies. These specialists are teachers who were carefully selected by examination, performance and leadership criteria, and they themselves are undergoing intensive in-service training.

3. Clearinghouse and Resource Component. Information, materials and research will be gathered at a central clearinghouse, including materials produced by teachers in this project. A telephone hotline will be installed to answer all inquiries.

One special project operating under the teacher center is the Mastery Learning Pilot Project of District 19, Brooklyn. Training sessions were conducted for 156 teachers and reading specialists with the assistance of two members of the Chicago Public School system who had participated in planning and implementing the Chicago Mastery Learning Reading Project. The cost of the classroom materials were financed by a grant from the New York Economic Development Council. The training provided has made it possible to implement mastery learning programs in reading in the third and fourth grade classrooms in District 19.

The Oakland Teacher Shelter uses a learner-centered and developmental approach to staff/curriculum development. This organization was moved to Oakland from San Francisco where it started in 1969 under the name of the Teachers' Active Learning Center. When the Center moved to Oakland in 1974, it was rechristened the Teacher Shelter. The Shelter aims to encourage teachers to identify their own professional needs, to control their own professional development, and to engage in self-evaluation and classroom research. The assumption is that teacher training keyed to the questions raised and the problems encountered by staff members is more likely to be effective than training programs imposed from above.

Individual teachers come to the Shelter to raise questions or problems regarding materials, techniques of instruction, or any other aspect of curriculum on which they need information or other forms of help. An individual or group of teachers may use the Shelter to develop an apparatus for use in classrooms or to learn how to use calculators, Cuisenaire rods, electromagnetic kits, or other apparatus. The Shelter responds as fully as possible to the requests of individual teachers and helps to plan workshops and other group activities.

Management Academies

At the present time there are only a few fully functioning management academies in urban school systems; but, as pressure continues for accountability, many systems are struggling to incorporate modern management concepts into their operations at all levels. The Urban Education Studies identified management academies in Dallas, Detroit, and Dade County. Both the Dallas Academy, which has been in operation for several years, and the Detroit Academy, which was established in 1978, seem to be making contributions to improved management of schools and educational support services. The Dade County Academy has been selected for discussion, however, because it was subjected to closer observation than any similar organization in the other cities studied.

The Dade County Management Academy actually started operations in August, 1979; but careful planning enabled it to move quickly toward effective operation. In recognition of the importance of effective school management, the Florida Legislature requires school boards to provide

professional development programs for school-based managers. In compliance with this mandate, the Management Academy was established to provide school principals and other administrators with experiences designed to (1) sharpen managerial skills, (2) increase ability to deal with changing role expectations, and (3) implement school-based management. Among the skills on which the Academy is focusing are those basic to administration as defined by the Dade County School System, those necessary for effective performance of current duties, and those necessary for promotion. Training is focused on needs defined by individuals as well as on those common to school management.

The staff of the Dade Academy consists of a director, a staff development consultant, and a teacher on special assignment. There is a Management Academy Steering Committee of fifteen members which reviews program activities and makes recommendations. There are also Ad Hoc Advisory Committees (composed of temporary representatives from units concerned with the training programs under consideration) which help to design and conduct specific training programs and to establish appropriate communications networks. An Ad Hoc Local Leaders Advisory Committee of eleven members reviews Academy activities and recommends external resources for training programs.

Developments to date include the following:

1. Identification of needed competencies via needs assessment (input from managers themselves, supervisors, central office, and university and local leaders), publication of needs assessment data;

2. Identification of needed programs (elective and required) and establishment of a linkage network for obtaining resources and instituting a delivery system for providing the training for specific managers;

3. Extensive involvement of area office personnel in identification of needs, organization, training and monitoring;

4. Identification and use of exemplary administrators (in-house resources as trainers of their peers;

5. Assessment and interrelation of existing programs at institutions and agencies already involved in school resource management and managerial training on a continuing basis; e.g., A.M.A. Florida International University School of Education, Florida Power and Light Company;

6. Identification and scheduling of seminars, workshops, training components for 1979-1981; offering of individualized management program components - (a) commercially available, (b) written by in-house experts;

7. Cooperative liaison with Citizen's Advisory Committees to enhance understanding of Academy purposes and to raise level of community support for school managers and district managers as key factors in providing effective delivery of services to students; and

8. Establishment of cooperative link with Teacher Education to collaborate on factors which affect both administrators and teachers in providing effective services and in meeting systemwide objectives.

In spite of the professed preference for using local leaders as workshop leaders, the Management Academy contracted with the American Management Association to conduct several workshops on general management processes and behaviors. Overall the reaction was favorable, although there was some disenchantment with one or two of the presenters. Not all the staff development for administrators is managed by the management academy. Area offices put some effort into helping their principals

become more proficient. The regular visits by the Area directors and meetings of Area and feeder pattern administrators also contribute to staff development. In some cases, notably the North Area, Area personnel have requested that the Management Academy provide inservice workshops on topics relevant to the Area. The conceptual basis of the Management Academy is pretty well established and accepted. Its general processes are competently managed; and there is high visibility since the Academy director reports directly to the superintendent. The perceptions held by principals and Area administrators are mixed; but excellent programming in time should produce increased support.

New York City in recent years has supplemented the federally funded programs under the Education Professions Development Act with several programs designed to help educational administrators improve their leadership and management capabilities. As David Rogers notes, these programs "tend to converge around a few common themes", such as the need for principals "to learn how to delegate many administrative functions" in order to concentrate on leadership for improvement of instruction, or to become more effective in planning and organizing; also the need to develop more minority principals who can relate constructively to minority students. The five management programs listed in Rogers' inventory are:

1. The principals as leaders project, funded primarily by Chase Manhattan Bank and involving Bank Street and the Learning Cooperative as co-participants;

2. The instructional administrators program at Fordham, funded by the Ford Foundation, to train and upgrade minority supervisors;

3. The Creative Teaching Workshop's recent work on principal leadership training, resulting from the recognition that its earlier teacher training programs needed this additional component;

4. The Economic Development Council's management studies of principals' leadership styles and preferences, done for the Division of High Schools and aimed at improving administrative training and promotion practices in the high schools; and

5. The Center for Educational Management's supervisory training programs within the Board of Education, done with tax levy monies to improve the management skills of community superintendents, principals, and assistant principals.[11]

The Educational Management Center has been involved for many years in management training activities. During the early years of decentralization, it inaugurated a program to train Community School District staffs in business management techniques. Later, this program was taken over by the Economic Development Council and the Deputy Chancellor and expanded to include management training programs for Community superintendents, principals, and assistant principals. According to Rogers, it has been involved in three programs:

1. the training of supervisors in performance planning, in the context of the Chancellor's edict that a system of accountability be devised;

2. executive development institutes for community superintendents and elementary and junior high school principals; and

3. a voluntary after-school professional development program for mid-career staff to upgrade themselves and for staff involved in special education programs.[12]

The Executive Development Institutes were initiated in 1972, with support from tax levy funds and a grant from the Ford Foundation. Agenda for the Institutes were developed by the Community District superintendents. All 32 superintendents, plus 64 principals (two from each district) participated in the Institutes, which were focused on critical issues facing the districts and schools.

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11 David Rogers, Inventory of Educational Improvements Efforts in New York City Public Schools (New York: Teachers College, Columbia University, 1977) pp. 168-169.

12 Ibid., p. 170.

Other Approaches to Professional Development

The emphasis on school-based planning and management has led several districts to provide training sessions for planning teams composed of representative teachers, parents, and students. In Atlanta leadership teams composed of the principal, teacher representatives, and other staff members, meet regularly to plan and to monitor progress toward goals. An Associate or assistant evaluator from the Research and Evaluation Department participates in these sessions. Often these sessions provide opportunities to learn how to define problems, identify needs, obtain essential data with the help of the R & E staff, and interpret the information so that it may be used for improvement of instruction and school operations.

New York City has established an Instructional Management Project (IMP) which uses a systems approach to help teachers in organizing instruction and assessing student mastery of objectives. At present the IMP is being used to improve mathematics achievement; and the expectation is that computer-scored criterion-referenced tests will be used to measure progress. It appears to be a model of successful collaboration between the decentralized community districts and the central administration; and it enhances accountability without being threatening. It also is an example of the close linkage between curriculum development and staff development.

Another New York approach to staff development and to effective school management is the School Improvement Project (SIP). This is a two-phase effort to facilitate the establishment of practices and conditions

essential to student achievement. Technical assistance is provided through school-based change agents who work with the school planning group. The planning, monitoring, and evaluation processes enable the staff to identify and make needed changes. This project is based on the research of Ronald R. Edmonds; and the project is described in a Board of Education bulletin prepared by Edmonds, Loughran, and Blummer.

In Denver an Instructional Resource Team, composed of two or three curriculum specialists, provides concentrated assistance to building staffs working on curriculum improvement. In Atlanta, resource teachers from the Area Offices meet with school staffs and individual teachers to help plan curriculum activities and to provide technical assistance. These follow a regular program of school visitations and respond to requests to assist a school in improving instruction in the basic skills and other subjects. In Detroit, reading specialists work directly with teachers and administrators to strenghten the reading program. Denver also has a program, called CARE, which appears to be successful in helping teachers in planning, teaching, and classroom management. Services to teachers are also provided through the Denver Diagnostic Teaching Center.

The newer approaches to personnel development and inservice education incorporate features that distinguish them from earlier attempts to upgrade the performance of teachers through supervision, released time programs, and required attendance through sessions planned for objectives determined by top administrators.

The characteristics described below were observed in inservice programs which seemed to be contributing significantly to better planning and management, more effective administration and instruction, and gains in student achievement:

1. There is an underlying assumption that the teachers, principals, and others for whom training is designed are professionally motivated and desirous of becoming more proficient in the performance of their several roles and functions.

2. Those responsible for organizing professional development activities cast themselves in roles as providers of desired resources and facilitators rather than as administrative or professional superiors.

3. Advice, from those who are to be affected, is sought with regard to the needs or objectives to which training programs are to be directed; the topics or problems to be dealt with; the scheduling and staffing of sessions; and the kinds of presentations and other activities which are likely to be most fruitful.

4. Careful provision is made for evaluation of the appropriateness and usefulness of the training experiences provided; and of reported or observable changes traceable to participation in the activities designed for development of professional perspectives and skills.

The programs mentioned in this section are believed to incorporate most of the four features described above. Other features noted include a focus on problem-solving or on specific roles or tasks. For instance, in a number of school-based staff development programs, efforts are directed toward finding ways of improving attendance, achievement in basic skills, or constructive cross-cultural interactions. In other cases, the training sessions are designed to insure effective implementation of curriculum changes. Another characteristic of many of these training programs is the use made of evaluative data. In the Atlanta Public Schools, for example,

the school leadership teams use test and other data (provided through the evaluator assigned to work with them) to identify needs and to formulate corrective procedures. In the New York School Improvement Project the staff development reflects the studies of Edmonds and others on school effectiveness.

Among the programs which illustrate both the focus on specific targets and the attention to program evaluation is Denver's Instructional Improvement Project. This project, funded by ESAA funds, is carried on school-by-school on a voluntary basis. With the assistance of an Instructional Resource Team, the school staff focuses on the mastery of strategies for instructional improvement, dealing with affective concerns, and collaborative problem-solving. The general design of the program is an intensive inservice session of several days duration, followed by on-site technical assistance to groups and individuals. The evaluation design covers six major categories, including perceptions of the value of the training and skills developed, assessment of school climate, and academic performance of students.

An additional characteristic of many inservice education programs is that they extend to paraprofessionals, parents, citizen volunteers, and student leaders. The result is often a team-directed effort to improve the performance of all roles and functions through a concerted attempt (1) to identify and meet educational needs and (2) to analyze and solve problems which impede educational progress.

Planning, Management, and Evaluation

Among the elements or components identified as essential to system-wide renewal are well organized and staffed programs of systematic planning, management, and evaluation. These instrumentalities for continuing effectiveness and revitalization are applicable to every school, every support service, every effort to improve curriculum, instruction, administration, facilities, or any other factors affecting the quality and effectiveness of learning. They are indispensable to the orderly and wise formulation of policies by boards of education, to the central framework for the administration of policies, and to the interrelationships within each school system and between the school system and the supporting society with its multitudinous agencies, enterprises and services.

Pressure toward greater accountability, effectiveness, and efficiency has led large school systems to embrace, at least rhetorically, the planning and management methods and technologies developed in business and military organizations. The adaptations to educational systems has been less than perfect and the results have been varied. In 1967, in a paper on educational planning, the director of the Urban Education Studies observed that the adaption of new concepts and technologies of planning might become "one of the most significant developments in education during the next decade." He added, however, that "If we attribute to the new technologies powers which make unnecessary the exercise of imagination and evaluative judgments, we are heading for certain disillusionment." Other points made in 1967, that still seem valid, include the following:

1. Those responsible for the planning and administration of education cannot escape the obligation to press toward

greater precision and specificity with regard to outcomes sought, resources to be allocated, time required, and indicators of performance; and they have no acceptable alternative to improvement of data processing and communication through use of the most sophisticated technologies available.

2. Like older technologies, the new instruments may be used either to clarify or obscure bases for decisions, to reveal or conceal alternatives, to centralize or decentralize controls, and to increase or decrease the achievement of important social objectives.

3. Perception of the difficulties need not lead, however, to a rejection of the new concepts and technologies; and failure to apply the new approaches is certain to create serious disadvantages in the competition for resources.

4. To the extent that the new processes increase effectiveness of operation, they make careful attention to the effects produced even more imperative.

5. Planning should continue to reveal new, or still unmet, needs and to bring into view as nearly as possible the full range of effects so that actual operations may be modified to approximate ever more closely the values to which educational institutions are committed in a genuinely open and self-renewing society.[13]

The following paragraphs offer (1) some comments on the movement toward data-based decisions and (2) brief descriptions of selected aspects of planning, management, and evaluation in a number of the school systems studied. The examples and the related discussions are intended to highlight both the present status and the prospects for more effective future application of these instrumentalities to the improvement of education.

Movement Toward Data-Based Decisions

Planning, in its essence, is an attempt to close the gap between what is and what might be. It originates in dissatisfaction with the present and is exercised in anticipation of more attractive future possibilities.

[13] Francis S. Chase, "Educational Planning in the United States", paper delivered to the Phi Delta Kappa Symposium on Educational Planning, November, 1967.

Management serves as the handmaiden of planning by instituting a system of controls to expedite the attainment of what is desired; and some form of evaluation is an inescapable accompaniment of planning and management decisions. The great pyramids, the early irrigation canals, the medieval cathedrals are among the monuments that remind us that the propensity toward complex enterprises, which require high levels of planning and management, has been manifested throughout human history. The concept of education itself is an exercise in foresight or anticipation of knowledge and skills which will be required to meet future contingencies.

Educational institutions and practices, on the other hand, seem to have evolved somewhat tardily under the impetus ususally of major changes in society produced by new technologies of production, transportation, communication, and information processing. The history of education in the United States, however, offers examples of fairly sophisticated planning and management based on careful analysis of available data. It also offers numerous examples of innovations introduced in response to political pressures or current fads. Some of these innovations were adopted in the absence of adequate analysis of the needs supposed to be met or consideration of possibly superior alternatives. Moreover, such innovations often were initiated without careful calculation of the resources and measures essential to effective implementation; or, even worse, without weighing possible undesirable effects as well as the benefits claimed for the innovations. Examples, which come to mind, are the adoption of social promotion, the rush to build open-area schools, and a multiplicity of curricular changes without adequate staff preparation or careful pre-testing.

All school systems within the past few years have experimented with a variety of concepts and technologies of planning, management, and evaluation. Many of the new systems have been required by federal and state authorities or made conditions for funding of programs. Sometimes the new approaches to decision-making have been so elaborate and time consuming as to deflect personnel and other resources from needed attention to instruction, learning, school operations, and essential support services. One problem has been a shortage of personnel trained and experienced in the uses of the new processes. Another problem has been that political pressures often influence decisions more than rational analyses of data. Genuine progress in improving educational decisions at all levels depends, therefore, not only on application of the best systems for reaching sound educational decisions, but also on educating the professional staff and the general public in ways of reconciling the directions indicated by analytical processes with cherished traditions and values.

Some Promising Approaches

Within the limits of the Urban Education Studies, it was not possible to make anything approaching a comprehensive study of planning, management, and evaluation in the school systems surveyed. Close attention was given during a number of site visits, however, to salient aspects of these processes as related to curricular and staff development, school management, and school-community relations. In the comments that follow no attempt will be made to delineate fully the planning, management and evaluation systems now operating in any district. Most of the

examples cited are chosen to illustrate procedures or structures that appear to be improving the quality of educational decisions, operations, and/or performance. At best the selected examples represent only limited perspectives on complex operations. There is no claim that they portray fully either the characteristics or the effects of planning, management, and evaluation in the cities mentioned.

The Dallas Independent School District established a Department of Planning, Research, and Evaluation in 1968. The technical capabilities of specialists in systems analysis, data processing, and evaluation were utilized; and suggestions were solicited from the entire staff and the general public with respect to needs and priorities. A large staff of persons trained in planning, research, evaluation and data processing was recruited. Goal priorities were established and subsequently translated into benchmark expectations for principals and school staffs. In the early '70s, Dallas also established two research and development centers: (1) the Dunbar Community Learning Center for research and development directed toward improving curriculum and instruction in elementary schools, with special emphasis on disadvantaged populations; and (2) the Skyline Career Development Center for programs in career education.

The new processes and technologies undoubtedly contributed to the success of career education, magnet schools and other curriculum changes; but, belatedly it was recognized that the anticipated gains in the mastery of basic skills had not been realized. Consequently, Superintendent Linus Wright has taken vigorous steps to have top-level administrators spend more time working with schools; to give greater emphasis to the basic skills; to improve teacher training; to hold principals responsible

for creating conditions conducive to learning; and to focus planning, management, and evaluation on school management, instruction and learning.

In the Milwaukee Public Schools, the planning process may be initiated in the semi-annual retreat/seminars for Board members and high-level administrators through a series of distinct steps more or less in the sequence indicated by the following list of procedures:

1. New program thrusts are initiated by the Superintendent and his staff after consideration of evaluation data, communications from professional personnel, and community groups.

2. A draft of a position paper is prepared by a task force in the context of Board policies and goals, the desegregation ruling, contracts with organized professional groups, and other factors.

3. A working session with the Board of School Directors provides an opportunity for the administration to receive feedback before seeking formal, official approval; and may lead to a second draft of the position paper.

4. After approval by the Board, the position paper is released to community and professional groups for reactions through hearings held at local school sites, and other means of communication.

5. Based on the feedback, the position paper is redrafted to complete the policy phase and initiate the implementation.

The review sequence encourages participation and the beginning of identitication with the proposed program; and the process allows the leadership to assess the "political" reaction, determine the sensitive areas, and build a support base. Implementation of the plan is turned over to program personnel -- sometimes in the latter stages of the policy phase, with a steering committee responsible for preparing the final draft of the position paper. Some inservice is provided, limited consultation help is available, and there is some formative evaluation. This sequence of events may not flow in a neat, smooth way and --

depending on the issues -- may take several years to be completed. For example, the Middle School Plan was under development for seven years.

In Detroit, the Superintendent's Achievement Program is the basic planning process used by all schools. Its purpose is to improve school operations and student achievement through wide involvement in systematic planning. The Program was launched during the 1973-74 school year, following a comprehensive study of says to improve learning for urban youths. The planning process uses specified procedures to identify and respond to high priority needs. Each school has an achievement committee which provides leadership in developing the annual plan. The committee includes a mix of staff, community, and students. The plan will usually include (1) goals, (2) objectives, (3) strategies for obtaining the objectives, (4) implementation schedules showing the use of staff and other sources, and (5) a monitoring and evaluation system so that needed changes in the school program can be made.

In May and June, each school conducts an evaluation of the attainment of school objectives. The plan is then reexamined and redeveloped for the following year based on the evaluation findings. To support school improvement efforts, the regional offices and central office units also develop annual plans with goals, objectives, implementation schedules, and monitoring and evaluation strategies. Thus, the Achievement Program is a system-wide effort with considerable community support, to promote improved learning for students. In accordance with the concepts of Management by Objectives the Research and Evaluation Department compiles a review of attainment of each year's objectives, noting those completed on time, and those unfulfilled for lack of personnel or other reasons.

Each annual review of attainments is followed by recommendations for follow up and a section on Goals and Objectives for the following year.

The Dade County Public Schools have adopted a major system of objectives which provide a platform for action and are related to decisions on the budget, facilities, and educational programs. The system objectives are supplemented by area objectives and, at the building level, by school goals, performance planning, and appraisal. The objectives fall under four major categories: Teaching and Learning, System of Values, Community Partnership, and Administration. Several objectives are stated under each category: To illustrate, the sixteen objectives under Teaching and Learning include to improve basic skills, to ensure a balanced curriculum, to meet requirements in bilingual education, to intensify efforts in migrant education, and to advance equal educational opportunity; and under Community Partnership, there are objectives bearing on intensification of the Dade Partner effort, citizen participation, and cooperation with youth-service agencies. The "System Objectives" are supplemented by plans for implementation in various aspects of the curriculum and for various target groups.

The Denver Public Schools use an annual planning cycle, with "Points of Emphasis" and attention to building plans. In the fall of 1979, a Long-Range Planning Committee was established with a small full-time staff. The Committee embarked promptly on a three-phase study. Phase I included a study of grade-level organization and a demographic study of Denver; Phase II was directed toward agreement on educational goals and priorities; and Phase III concerned pupil assignments to schools. The Committee also formulated a coherent planning model to facilitate the

identification of problems and opportunities, effective collection and analysis of pertinent data and definition of tasks in forms conducive to the monitoring of progress and results.

The grade-level study was conducted with the assistance of a steering committee, an advisory board, special task forces and consultants. Grade level options were presented, with careful specification of objectives and alternatives. The demographic study drew on existing student data bases, district census information, city planning office data, Denver Regional Council of Governments information, data from the major utilities, and demographic consultants. High technical quality was maintained and appropriate analytical methods were employed to identify a range of possible developments, which led to cautious conclusions. Phase I continued with involvement of participants in a problem-solving process to force critical thinking about the issues and a design of a 62 question evaluative sheet which addressed eleven major areas of concern. With the evaluative sheet in hand, a combined task force of community and administrative and teaching personnel was convened to: review the alternatives, discuss the options, use a force-field analysis, and establish priorities. Throughout the problem-solving process, group consensus techniques were used and there was widespread involvement of teachers, other school personnel, and the public. The work of Phase I culminated in the adoption of district-wide four-year high schools, middle schools, and a Staff Academy for ongoing inservice training and development.

Phase II of the long-range plan concerned itself with researching, through the various audiences the school district served, educational goals and priorities. Occurring simultaneously with the final work on

Phase II, is the development of Phase III -- that of student assignments to schools. Using a planning model, an ad hoc committee of community and staff appointed by the Board of Education is in the process of developing guidelines for student assignments. The completion of this three-phased planning project is projected for early 1981. But long-range planning for the future and the Denver Public Schools' role in the future is an ongoing process.

In the New York City Public Schools there are indications of reasonably effective planning by several of the 32 community school districts and a number of well thought out program plans at the level of the Chancellor's Office. However, despite the thoroughness of the planning for new programs and projects, it is hard for the visitor to discern clearly the overall pattern or plan into which these new initiatives fit. The sheer size and complexity of New York City -- with its 32 decentralized elementary school districts, its high school division, and the functions under the control of the Chancellor's Office -- make coordinated planning and management almost impossible. Yet, the dream of providing an education which will develop the full capabilities of all children and youth and realize the possibilities inherent in New York's rich cultural diversity can be realized only through collaboration of many agencies and groups, political leaders, parents and other citizens. Whole-hearted collaboration cannot be engendered without a shared vision for utilizing the entire resources of the metropolitan area for the optimum development of those growing up in New York City. A beginning point is open participation in planning -- the active involvement of such groups as the

United Federation of Teachers, the New York Urban Coalition, the United Parents Association, the Public Education Association, the Economic Development Council, public and private universities; and business, cultural, and social agencies of many kinds.

Efforts are being made to develop (1) a systematic process for identifying present and future needs; (2) an open and public process through which identified needs are translated into goals and objectives; and (3) assignment of responsibilities for developing and testing instrumentalities for the achievement of objectives. The absence of a system-wide management information system renders difficult the coordination of plans and operations between the Board of Education and the Community School Districts; but the plan for the Metropolitan Educational Laboratory calls for the creation of an Administrative-Instructional Data System, implemented throughout all New York City Public Schools. If carried out according to plan, this system will operate a student information module which eventually will update the student data base continuously by use of school-based computer terminals. The information system will also have an instructional management module to support a Comprehensive Instructional Management System.

The Toledo Public Schools, under the leadership of Superintendent Donald Steele, have recently established a "Model for Quality Education", with six components:

1. a needs survey covering goals, time and money allocations, assessment of school performance and services;
2. a measurement catalog, with a section on measures of student growth and achievement and another section relating to management services;

3. a curriculum redesign model, which is to deal with assessment of learning contexts and needs, curriculum development, implementation, and evaluation;

4. an evaluation model, which is to analyze information on demographic variables, program variables, test scores, program implementation, and technical services;

5. a public information component for two-way communication; and

6. decision-based budgeting, which will require budget requests in the form of "decision packages" with a variety of supporting information.

Comments on Evaluation

The preceding comments highlight some of the observed features of planning and management in seven of the cities studied. The other eleven cities also have their own distinctive approaches to the setting of goals and priorities and the management of progress toward goal achievement. In this section, attention will be focused on evaluation and instructional management systems.

In a paper on "Evaluation in Large Urban School Systems", prepared for the Urban Education Studies, Professor Daniel L. Stufflebeam offered the following definition:

> Evaluation is the process of delineating, obtaining and applying descriptive and judgmental information about the worth or merit of some object's goals, plans, operations, and results for the purposes of decision making and accountability.

After reviewing the findings of the 1977-1980 Urban Education Studies, Professor Stufflebeam comments on practices in a number of cities. Some of his comments under several headings are reproduced here in an abbreviated and/or modified form:

> Audiences. In the 1960's and early 1970's one saw little evidence of sensivity and responsiveness to the differential needs of audiences. Most evaluations were of federal projects, and the findings

were reported in a single document aimed at the government audience. It is little wonder that other audiences -- such as teachers and school principals -- saw little value in such papers More recently, improvements in this area have been apparent. For example, the Atlanta evaluators have differentiated between school level and system level audiences and have divided responsibilities among their staffs so that there is a continuing communication and collaboration between evaluators and particular audiences. The Dallas staff has begun to focus more of its resources and attention on school level questions: and a trend in this direction is also apparent in Cincinnati, Detroit, and Philadelphia. (See also the comments on the evaluation of Philadelphia's Early Childhood Education on page 19 of this report on Cross District Analysis.)

Participants. The Philadelphia system has a large centralized office of evaluators, supported in the schools by persons called School Test Coordinators. By contrast, evaluation in Dade County is highly decentralized. There is a small Office of Evaluation in the central budget office, but many evaluation functions have been spread to other offices. The Department of Instruction and Research conducts school audits; the Central Data Processing Unit is developing data bases for the elementary schools and plans to do so for the high schools. Computer terminals are being placed in each school, and school principals are being brought into the role of evaluating needs and status in their schools. Also there is some teacher involvement in evaluation that is stimulated by curriculum embedded evaluation. The Atlanta system has a strong central unit. However, the members of this unit have dual assignments including a central function, such as coordination of testing, and a decentralized function including liaison with a number of individual schools. Dallas has a large centralized evaluation unit which for years served the needs of central office administrators and the School Board almost exclusively More recently they have been moving, like Atlanta, toward greater liaison with individual schools. A unique feature of the Dallas system is their School Board Evaluation Committee.

Variables for Assessment. The seven school systems that responded to the Urban Education Studies' questionnaire on evaluation report that they attempt to assess needs, plans, operations and results, but most emphasis is on assessment of outcomes related to objectives. Evaluation of program implementation is also frequently seen, but serious questions have been raised about the adequacy of the efforts in this regard. Less frequently reported are attempts to evaluate program proposals and plans.

Evaluation Models. School systems have a number of evaluation models from which to choose. Some of these are widely used, but others have not been adopted widely. The Objectives-based Model is seen in the Portland system where an extensive attempt is

underway to articulate instructional objectives from kindergarten through the twelfth grade and to develop test items that relate directly to those objectives. The CIPP Model (developed by Stufflebeam) has served as the basis for evaluation in Dallas, Cincinnati, Columbus, and Philadelphis. While no formal model appears to guide the operation of the Atlanta system, their approach is characterized by its emphasis on communication and linkage.

Criteria of Sound Evaluation. Recently, the Joint Committee on Standards for Educational Evaluation released a book of standards that explicates four attributes defined as follows: utility of the evaluation to the audiences to be served and in relation to the problems they face; feasibility in terms of its efficient use of practical procedures and its political visibility; propriety, which calls for the fair treatment of the participants in the evaluation and the ethical use of evaluation procedures and recommendations.

Location of the Evaluation Unit. The scope and influence of evaluation services can be vitally affected depending on where the unit is placed within the school system. A recommendation common in evaluation literature, is that the evaluation unit be placed as close as possible to the superintendent of the system and that clear lines of communication and collaboration be established so that the unit can also work easily and productively at other levels. In Columbus and Dallas, the unit reports through an assistant superintendent for planning, management, and evaluation. The unit in New York City reports through the Division of Evaluation, Testing, and Data Processing to the Assistant Superintendent for Instruction. In Detroit, the evaluation unit is part of the Office of Research, Planning, and Evaluation which is headed by an Assistant Superintendent who reports directly to the General Superintendent. In general, evaluation in these units is part of central administration.

Improvement of Audiences in Planning the Evaluation. Evaluation, when practiced successfully, is a change process because it denotes problems and provides direction for dealing with the problems. As with any effective change process, it is important that the group whose behavior is to be changed by the evaluation be involved in planning the evaluation. Such joint planning does occur in many of the urban systems studied. In most cases, the director of evaluation is regularly present in administrative cabinet meetings and is given opportunities to involve the cabinet in reviewing evaluation plans. The school leadership teams in Atlanta participate in planning school level evaluations, and evaluators in the New York office of evaluation meet regularly with district superintendents and their immediate staffs to review evaluation plans. In addition, the Philadelphia school system surveys

its audiences to get their reactions to previous evaluation reports so that deficiencies in these reports can be avoided in future evaluations.

Communicating the Findings and Inservice Training. Evaluators have been notorious for writing and disseminating reports that are filled with jargon and statistical language and poorly written. The Philadelphia system has been trying to overcome this problem by releasing popularized reports. Another district has reported successful experience in conducting special workshops to help the audiences understand findings and apply them to their problems. Staff development and the training of users of evaluation should be an ongoing enterprise in school systems. Dade County is considering the possibility of adding evaluation training to the curricula of their teacher centers.

Testing and Other Forms of Evaluation. Over the years a variety of methods have been used to evaluate school programs and projects and a rich array of methods are evident in the evaluation practices of urban school systems today. Use of published tests continues to be one of the most prevalent and problematical aspects of evaluation. Norm-referenced tests continue to be much in vogue, probably because members of the community have come to value them as a means of comparing the quality of performance in their school system with that in a nationally selected sample. The move to criterion-referenced testing has been positively received by many teachers, because they are able to compare the objectives assessed on a criterion-referenced test with those involved in their teaching. A novel approach to testing is seen in Portland's application of the Rasch model -- a concerted effort to develop objectives that reflect the school system's K-12 curriculum, and to offer a flexible bank of test items for use in assessing students' performance.

School Profiles. The Columbus system pioneered in the development of what they termed the "school profile." It contains a chart of each school in the system that identifies characteristics of the staff and school in relation to performance by students on national tests. Dallas and Chicago have also developed school profiles and Dade County has begun to develop profiles to computerize their use; and to place terminals in each of the schools so that principals can have immediate access to the information.

Curriculum-Imbedded Evaluation. Another promising means of disseminating evaluation throughout a school system is in curriculum-imbedded evaluation. For example, Mastery Learning as practiced in Chicago, the CIMS program in Cincinnati, the Diagnostic-Prescriptive Reading Program in Dade County, and the School Improvement and Instructional Management Projects in New

York City illustrate how evaluation requirements and procedures can be built into curricular materials.

Summary of Elements in System-Wide Renewal

System-wide renewal in its fullest meaning requires first, that experiences appropriate to the full development of constructive capabilities shall be put within reach of every child; and second, that the environments and inducements for learning shall be such as to encourage everyone to grasp the opportunities. Among the conditions essential to realization of these ideals are the following:

1. Unremitting efforts are made to ensure that the basic skills for learning are acquired by every child in the primary school and strengthened in subsequent years.

The primary function of schools, and one that is prerequisite to the performance of other functions, is to develop mastery of the basic skills for learning. Yet, no comtemporary criticism of city public schools is heard more often than that they have failed to develop the essential skills in reading, mathematics, and language arts. All of the systems studied are now laboring to perform this function more effectively Promising programs which were discussed on pages 12-19 of this report include Philadelphia's Early Childhood Education, the Chicago Mastery Learning Program in Reading, and Dade County's Title I Extended School Program. There are many other excellent programs directed toward mastery of the basic skills, but the three mentioned are notable for the high proportions of students affected and for evidences of success.

2. Curriculum and instruction are adapted appropriately to the cultures, native languages, special talents, handicaps, preferred learning styles, and aspirations of individuals.

Among the diverse needs with which urban school systems are now wrestling are those arising from differences in cultures, languages and previous

experiences; those arising from differences in physical, emotional, and mental characteristics; and those which represent creative talents or special gifts. Among the adaptations discussed on pages 20-34 of this report are the language programs in Dade County, the multi-ethnic social studies program in Milwaukee, the programs for the handicapped in Columbus, the Chicago Early Assessment and Remedial Project, and the programs for the gifted in Denver and Norfolk.

> 3. *Everyone for whom the school system is responsible shall be a valued member of a school, or other institution, which is characterized by a continuing search for developable capabilities and talents, high performance expectations, and recognition and reinforcement of worthy achievement.*

During the Urban Education Studies, many schools of unquestioned excellence were observed. Some of the excellent schools at the elementary level are neighborhood K-3 schools; and some are alternative schools of a variety of types. At the middle or junior high level, comparable differences are found. The variety of organizations and offerings is even greater at the senior high level; and many outstanding comprehensive high schools, career centers, magnet schools, and other alternatives were observed. Characteristics common to all the schools judged to be unusually effective are: dynamic leadership by the principal; a deep sense of commitment on the part of all staff members to the worth and educability of all persons; and a continuing quest for greater effectiveness in realizing educational possibilities. A fuller discussion of the characteristics of excellent schools is presented on pages 34-39 of this report; and the findings of studies on school effectiveness are cited.

4. Carefully designed optional settings for learning shall be provided so that students and their parents may select the institutions best fitted to their needs and aspirations.

Some of the measures which have been identified as important contributors to the success of alternative schools are described on page 46; and pages 42-45 provide brief descriptions of career centers and magnet schools in Columbus, Dallas, and New York City. The alternative schools and programs which are enjoying tne highest degree of success are characterized by careful identification of the needs to be met, the populations to be served, and the opportunities for appropriate placement of graduates. They also enjoy the active participation and support of community leaders and organizations; and they have carefully selected staffs of high competence.

5. Careful provision shall be made for coordination of in-school and out-of-school experiences by treating parents as partners in education; and the school and community as complementary settings for learning.

6. Persistent efforts shall be made to enlist the support of a wide variety of community enterprises and agencies so that the education of children and youth may be enhanced by the resources and opportunities offered by business and industry, cultural and social institutions, and persons of varied talents from a wide variety of occupations.

Many forms of school-community collaboration, with examples from several cities, are discussed on pages 48-55; and there is a summary of trends on page 56. It was pointed out that new types of school-community interactions have emerged in recent years as school systems have faced the challenge of the post-industrial period. Consequently, complex networks of school-community interactions are found in all cities. Sometimes these

networks are well coordinated and orchestrated so that they involve a wide variety of organizations and representatives of all socioeconomic levels and ethnic groups. In other cities, the coordination of activities leaves much to be desired and important elements in the community are deprived of participation.

> *7. Effective provision shall be made for continuing education of school-system personnel and others engaged in curriculum and instruction, administration and support services, or performances of other educational functions.*

The newer approaches to personnel development and inservice education incorporate features that distinguish them from earlier attempts to upgrade the performance of teachers through supervision, released time programs, and required attendance through sessions planned for objectives determined by top administrators. Among the types of inservice organizations which are discussed are the Teacher Centers in New York City and Oakland, the Management Academy in Dade County, and the Instructional Resource Teams in Denver. Salient characteristics of the newer approaches to inservice education are summarized on page 67.

> *8. Systems of planning management, and evaluation shall operate in ways which permit establishment and maintenance of the previous seven conditions with optimum effectiveness, and efficiency in the use of resources.*

Pages 69-84 offer discussions and examples of planning, management, and evaluation systems and procedures in city school systems. It is obvious that all of these systems are only partial answers to the problems of establishing and maintaining momentum toward the goal of appropriate and effective education for all; but educators understand the potential and the limitations of these instrumentalities much better than they did earlier.

Prospects for 1980s

The decade of the 1980s offers a combination of old and new problems and few proven solutions. Crises may be expected to continue; and the public is likely to remain skeptical of claims to educational renewal in our large cities. Yet, the Urban Education Studies find many reasons to believe that city after city is getting closer to being able to put together the ingredients for system-wide renewal and revitalization.